The police as a learning frontline organisation

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Publication date:
2012

Document Version
Peer reviewed version

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Exploring innovation in law enforcement and building a discipline of learning

Pearls in Policing

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Colophon

Pearls in Policing is an initiative for top-level police leaders from all over the world. The aim is to make use of professional knowledge and experience to find solutions for international safety and security issues. *Pearls in Policing* stimulates future-oriented, out-of the-box thinking. This occurs in an informal, think-tank setting, away from the everyday hustle and bustle and the glare of the media. In this way, international police leaders are encouraged to brainstorm more intensely and creatively.

This paper was presented at the 2012 Pearls-conference in Singapore. It contains contributions from police forces in Denmark, Cayman Islands, Germany, Belgium, South-Australia and the Netherlands.

A chapter with introductory remarks was written after the conference on the basis of the discussions.

Content

Introductory remarks

by Pieter Tops, John de Bruijn, Hans Hogeboom, Ruben Spelier, Debby van Arkel[1]

Innovation is a magical term used at many conferences organized nowadays, including conferences in the police world. It may sound like a bit of a hype, but it is also understandable. Changes take place quickly – many people feel that they are taking place much more quickly than they did in the past. Whether this really is the case remains to be seen, but, here too, experience counts (feelings are facts). The experience of change has intensified enormously, and therefore the task of (police) organisations to keep up with this perceived change is also much more intense. Consciously planning change is known as innovation, and this innovation has become a permanent challenge.

When reference is made to innovation, talking about learning soon follows. "Innovation without learning is wasted effort" is a view which constantly surfaces in all sorts of ways. This is also understandable. Innovation (including technological innovation) is not just a technical thing with which you can carry out the same actions better or more efficiently. That is also an effect, but these changes also always have an influence on how people relate to things and to each other. In rather more abstract terms: innovation is not only an instrumental factor; it also has cultural consequences. The introduction of the police car in the police world not only meant that police officers could move more quickly from a to b (extremely useful for catching criminals), but also resulted in a change in the relationship between police officers and their environment. From then on, they were in their cars, so that, for example, they became less approachable for citizens. Whether this is a good or a bad thing is not the issue here. The important thing is that innovation is not only an instrumental change (more of the same), but also a cultural change: the relationships within the police force and between the police and the environment are changing as a result. It is always an art to see and understand these changes, also as regards the consequences of their behaviour. This process is known as learning.

Many people consider that there is a special relationship between the police and learning, and they often add that "the" police are really not very good at learning. They believe that there is a sort of conservatism in the police and that police officers obstinately adhere to existing practices and continue to use them, sometimes against their own better judgement, even when these practices have become dys-

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functional. Therefore innovation is less effective than it could be and, moreover, it becomes a matter for individuals or those who see it as a hobby.

There is certainly some truth in this – up to a point. Many police officers, particularly at the operational level, are rather reticent about matters which are showered down on them from above. They know how to defend themselves against these sorts of changes; sometimes simply by not taking any notice of them in everyday practice, sometimes by merely taking over the jargon, but without changing their behaviour. These are certainly effective immunisation strategies, and sometimes also act as obstacles to real innovation. However, it would be difficult to describe this as an unintelligent approach in every case, even though managers and those trying to make changes define it as a "resistance" to change. It is simply a characteristic of frontline organisations, and we will return to this in a moment.

It would be equally justified to state that the police are a strong learning organisation. For example, just look at the Dutch police in the past fifty years, and at the changes – and innovations! – they have managed to develop and absorb. They have embraced and elaborated the concept of community policing in response to the relative isolation of the police in the 1960s (this was, in turn, the result of the "professional model" of police work, which actually fostered this isolation). New forms of large-scale public order control have emerged in response to demonstrations, squatters' riots and football violence which have constantly been developed and adapted to new circumstances. In the field of investigation, the shocks of the IRT affairs and the murder in the park in Schiedam have been assimilated and turned into new forms of police investigation, in which forensic investigation has started to play an increasingly important role. On a slightly smaller scale and more current level, it could be said that the police in the Netherlands have quickly discovered the possibilities of the social media, in a process of development that took place from the bottom up. This process has probably not yet come to an end and has not really looked at the negative effects, but has certainly proved to be realistic. In short: it is not possible to maintain that the police is not a learning organisation.

But it is also possible to look at things in a different way. Again, we would like to mention a few examples from the Dutch situation. The effectiveness of investigation in terms of cases that are solved and suspects who are arrested has left something to be desired for many years. The number of crimes that are actually taken up and completed by the police amounts to no more than between 20 and 25% of the probable number of crimes. Between 150,000 and 180,000 crimes are not dealt with or are terminated at an early stage due to the lack of (qualified) staff. These shelved cases include serious forms of criminality, such as sex crimes, fraud, etc. The situation is not much better with regard to unreported crimes, such

as human trafficking, drug trafficking and child pornography. Only one in five criminal organisations (known to the police) are tackled.

Another example. In 2011, the Dutch Court of Audit published the report "ICT Police 2010". The study showed that, in the past ten years, the police had made little progress in the structural solution of the problems facing them with regard to ICT. The available information systems do not sufficiently support police work, are not equipped to cope with the future, are only moderately user friendly and have not been uniformly introduced. The regional police force managers had little grasp of ICT. The chief constables maintained their own operational processes in their own regions and the supervision by the minister was insufficient in this respect. There was a great distance between the decision makers with regard to ICT and the people in the workplace. As a result, the officer has not been in a central position in the past few years. This has affected the officers' confidence in ICT.

Recently, the Court of Audit published a report which examined the effectiveness and efficiency of the criminal law system, looking in particular at whether there were any undesirable outcomes and if so, what the causes and consequences were of these undesirable outcomes. Again, this led to some hard conclusions. For example, an unknown proportion of the outcomes was not dealt with in line with the legislation and regulations, or was undesirable in another sense. The available capacity was insufficiently used. There were cases which should have been followed up according to the rules, but which were not followed up. This applied particularly for repeated criminal behaviour, also known as repeat offences. There were also cases which were followed up, but which should have been dropped from the criminal law system sooner or later, or which were subject to the statute of limitations. The question regarding the size of the undesirable outcomes in the criminal law system cannot be answered, because there are hardly any figures available on this.

It must be concluded that institutional changes in the police world quite often take place with difficulty, partly because they may be imposed from the top or from outside. Apparently, an immunity is easily built up against changes and learning capacity that are imposed, at least if they do not recognisably correspond to the developments and improvements in the work and expertise in the workplace, on the frontline. This is clearly a characteristic of frontline organisations, but we do not always know how this works. To find out, it is necessary to look in more detail at what it means when we say the police is a frontline organisation.

The police as a frontline organisation: five characteristics

The fact that the police is a frontline organisation is often assumed without giving the matter much thought. The term sometimes also leads to some unease, for two reasons. In the first place, because it is seen as a rather militant term which is thought to emphasise the hard and repressive character of the police. In that case, it acquires the taint of "the front", with all the related associations (Nap, 2012). Secondly, because it is viewed as a rather old-fashioned term which ignores the development of the police as an information-led organisation focusing on prevention. Although there is something to be said for both arguments, we see the term "frontline organisation" particularly as an analytical concept which indicates a specific sort of organisation. An organisation which functions as a frontline organisation has a number of characteristics which are to an important extent concerned with the problematical management of that frontline, at least from the point of view of the management. It is precisely because of this that innovation and learning have specific characteristics in a frontline organisation. Furthermore, the police are distinct from many other frontline organisations in an essential way.

In general, frontline organisations have the following characteristics (see Smith, 1965):

- the initiative lies at the base of the organisation, not at the top
- there is a large degree of independence in the performance of tasks
- there are great obstacles to hierarchical management

For the police, there are two specific additional characteristics (also see Tops, 2007):

- frontline activities are complex, subject to conflict and ethically loaded
- the higher aim is more important than individual lives

These characteristics are not right or wrong in themselves; they are part of frontline organisations, and it is better to acknowledge and recognise them as such. The characteristics are explained in more detail below.

The first characteristic is that in a frontline organisation the place where the initiative to act is taken is not in the centre or at the top of the organisation, but at its base or on the periphery. The people with executive functions determine what happens in specific situations; this means that they are much more than the relatively mechanical executors of the policy determined at the centre of an organisation, as is often assumed. In the police organisation, the executive officers are the active and formative "creators" of police work. Police work is created in the direct contacts with the outside world, as it were; the work itself is determined by the direct interaction with the environment. The views at the top can play a role in this, but this is by no means self-evident.

In addition, the second characteristic is that there is a strong degree of independence in the performance of tasks and the way in which they are carried out. Police units operating on the frontline (on the street, in investigation teams) do so largely on their own initiative and independently, not only in relation to the hierarchical management, but also in relation to other colleagues. Using a rather legally loaded term, this is also described as room for discretionary action; others refer to it in positive terms as room for the development of situational intelligence.

In the third place, there are all sorts of obstacles to direct supervision or hierarchical management related to the fact that action often has to be taken immediately, and consequently it is difficult to consult with the central management. The physical distance between the management and the executive, and sometimes the complexity of the work (which is not always immediately understandable to the outsider) can also be an obstacle to direct supervision.

These characteristics, which are not a choice but are inextricably linked to the nature of the primary process, are supplemented with a few other characteristics in the police organisation. In the first place, the discretionary activities on the front line are virtually always complex, unpredictable, ethically loaded and full of conflict. To an important extent, this is due to the corrective and punitive significance which can characterise police action. The actions of police officers often affect people's personal freedom, and this is by no means always appreciated in specific situations. This means that police officers must have great inner strength and be able to clearly explain what they are doing when they intervene, both legally and morally.

This brings us to the final characteristic of the police as a frontline organisation. The police operate on the frontline of society, where there is often a very fine line between order and disorder, control and chaos, danger and the absence of danger. The task of the police is to organize a recognisable order in these situations, if necessary, with the use of violence. This imposes high demands on the police. Ultimately, it means that "the higher aim is more important than your own life", and that you continue to do your job, even if your life is in danger. This makes police work special. Even though the danger may not always be immediately present, it is always there in the background, as a possibility, as a threat, perhaps not for everyone personally, but always for close colleagues. This also creates solidarity, as officers depend and rely on each other. The family culture or loyalty which is characteristic of the police as a frontline organisation has its origins here.

Frontline organisations require frontline management and management principles which are based on the starting point that the frontline workers make the

crucial difference and must therefore have maximum support. Frontline management means developing the structure and the ethos of your organisation around the operational work on the frontline. That is where the creative and formative core of the police organisation lies; the rest provides capacity and serves that complex work on the frontline. The frontline is the place where direct contacts are maintained with the outside world. Police work is based on these contacts; this is where trust is won or lost. The frontliners are the face of the police, even if this sometimes has to be concealed. They are the ones who can look into others' eyes, which means that the relationship does not remain abstract, but becomes concrete. This has many advantages: it makes contact possible and means that a "normal" conversation can be carried out with the possibility of variety and a focus on the context. Professional space for the people on the frontline is not an excuse for avoiding the rules and procedures, but is an important condition for being able to serve society to the full.

Learning in a frontline organisation

It seems sensible to assume that developing the learning capacity of a frontline organisation with the characteristics described above also involves special requirements. Curiously, little has been found out about this up to now. A great deal has been written about police education, but this is based particularly on the question of how people learn best at different levels of education (secondary vocational education, higher vocational education, etc.). Relatively little attention has been devoted to the institutional or organisational aspects. What are the institutional conditions for turning the police into a learning organisation? Under what conditions do police officers want to learn?

The following factors emerge:

- the basis must be in order
- the bosses must provide credible support
- "the big picture" must be clear.

In the first place, and it sounds as basic as it is, "the basis must be in order". No matter how self-evident this may be, it is absolutely crucial for an organisation which can make the ultimate demands of its people. "If you're asking that of me, then at least make sure that the basic conditions are in order." The great importance attached to "lupas" (packed lunches) at least partly derives its symbolic significance from this. Because of this sensitivity, a report that there are insufficient police uniforms available can lead to screaming headlines in some of the newspapers. But it goes further than this (Van der Torre, 2010). The executive officers are only really open to the ambitious aims of their superiors if the basis is in order: if they can work safely, if they can have confidence in the qualities of close

colleagues, if they notice that the organisation understands that they have to make hard decisions which sometimes go wrong, if the organisation supports them in difficult times. Conversely, officers soon shut themselves off from the ambitions of the force if the basis is not in order.

Secondly, frontline workers must feel supported by their superiors. The difference between street cops and management cops is famous in the police world, and sometimes it is slightly over-emphasised and exaggerated. The differences can certainly be bridged, and there are countless examples of this. The credibility of the management for the operational employees is certainly crucial for this. Not all the superiors have to be able to join the emergency teams, but it does help if you take a noticeable interest, and if you are present at crucial moments. There are always "moments of truth", and it is a matter of being there as a manager at those times. It is particularly important for officers to experience that managers want to seek them out, want to accompany them and want to support them in the performance of their tasks, as though they are entering the professional space of these officers. It is a matter of being "there", empowering them when things are going well, providing alternative courses of action when things could be done better. Also of providing support, for example, by actively scaling up on the basis of their authority or by establishing cooperation. In any case, the two worlds must be closely linked and there is one main way of achieving this, viz. by professional police practice. The management must be fully aware of what the policing task involves (security, trust, helping people in distress, upholding the law and imposing a recognisable order), and this must be linked to the activities of the frontline workers. To express this in terms that are just as strong and paradoxical: the managers cannot let frontline workers drown in their professional space. To prevent this seems to be every bit as important as standing up for their men through thick and thin, because the people on the frontline also know that mistakes can be made and that police officers must be openly accountable for their actions. It also means that the manager will want to discuss his own doubts and imperfections in order to dispel the myth of infallibility. Loyalty is not the same thing as strictly carrying out the manager's wishes.

The third condition for learning in a frontline organisation is related to the idea that the executive officers also have to understand the purpose of their work. "Understanding the big picture" is an important starting point, though not in the form of endless discussions about missions and morality, because this is often the last thing that practically-oriented frontline people want. But it can take the form of practical discussions about the usefulness of the approach that was chosen or the

innovation that was made, and why these could make police work more meaningful and efficient for them in their working environment. Research shows that it is often complicated to conduct these discussions properly (Nap, 2012). There always seem to be reasons to postpone them, even if the will to do so was initially there. Nap provided a list of possible reasons: the idea that, after all, every police officer is different, the wish to avoid unpleasantness (not only outside, but also inside), but also organisational circumstances, such as the disappearance of permanent teams and the regular rotation of managers. Nap also mentions two conditions for a successful discussion about "the big picture". The first is that it must always be based on concrete cases (and not on general principles); the second is that managers must also be prepared to bring their own management practice up for discussion (and not only the performance of the frontline workers). The idea of "the big picture" above all also comprises the performance of the managers and the credibility of their performance or ambitions.

Conclusion

In these considerations, we argued that the characteristics of the police as a frontline organisation are important to understand how the processes of innovation and learning take place in the police. The commonly made statement that the police do not learn or do not learn enough cannot be substantiated. However, the police world is sometimes strongly immune to ambitions imposed on officers "from above" or "from outside". This means that institutional changes which are not directly related to the quality of the executive work founder relatively often, or are less effective than expected. In our opinion, this is due to the characteristics of the police as a frontline organisation. On this basis, we identified three conditions which must be met for innovations to be accepted and be successful. These conditions seem simple, but they require constant effort and conviction in everyday reality. It is precisely the things that seem to be simple that are actually quite difficult in a frontline organisation!

PART I: Towards a comparative framework

by Ruben Spelier

1. Introduction - Police in context

Organisations in the (semi-)public sector are under increasing pressure from social, political, financial and economic forces and demands. Citizens, public and private parties all expect tailor-made service, quality and the right balance between interference and concern on the part of the government on the one hand (to protect their own environment and collective interests) and a government at a distance on the other (given the desire to make one's own decisions and for privacy). Added to this is the fact that organisations, including the action of employees and professionals, are being monitored and judged more strictly due to the increasing transparency made possible via the Internet and social media, among other things. In all this, public accountability regarding performance, organisational development and quality of service seem to have become a more urgent task for organisations in the public domain, public managers and professionals. For the police, it is also important that political and social concern for the safety and security domain have increased in recent years.

If we analyse the changing environment, it becomes clear that organisations in the public sector are facing increasingly complex challenges and that the pressure to 'perform' is becoming greater. The challenges facing organisations are related, in the first instance, to realizing quality of service, but at the same time (and increasingly emphatically) to organizing powerfully and meaningfully in cooperation and interaction with government authorities, network partners and the public. In other words, there is more of a focus on organizing the necessary connection between social context and the management of services. At the same time, it is becoming clear that this multiple task is difficult in a resistant environment, given all the pushes and pulls, and all the different interests, at play. As a result, many a public organisation and public professional have got themselves into a 'spot' in recent years. It goes without saying that several main features can be identified with respect to the developments in public service, the accompanying pressure and the ef¬fects for organisations and professionals. We shall shed light on these below, particularly from a police perspective, the main focus being on the innovative and learning capacity of the police organisation.

It is a fact that the police organisation and the execution of police duties are subject to the forces referred to earlier. The government, citizens, private and

public parties have expectations when it comes to the role and the central task of the police and they expect that “safety will be delivered”. The demand to deliver ‘value for money’ played an em-phatic role in recent years. It is also a question of new and changing forms of criminality (for example cyber crime) as well as ‘multi-problem situations’, whereby it is becoming particularly clear that several problems are at play simultaneously (for example with problem youths or problem neighbourhoods), and whereby several public – and sometimes also private – organisations are involved (youth care, education, police, etc.). This produces organisational issues following on from the case-specific problems. Examples include:

How can a better approach to safety in neighbourhoods be achieved in networks? How can problem youths form the focus of the approach adopted by the many organisations involved? How can we translate these approaches within our own organisation and how do organisations relate to each other in these networks?

It is also becoming clear that the relationship between the police and society/the public has changed. Whereas the police used to be able to rely on their authority, based on their position, their formal power and their role in society, this authority has been eroded in recent years. The police increasingly have to ‘substantiate’ their authority and keep ‘earning’ it. This is occurring in a harsher social environment in which relations are clearly becoming more informal. Despite the fact that the authority issue regularly raises its head, also via the line of incidents, it can be said that confidence in the police organisation is relatively stable, and that the public, generally speaking, has a lot of confidence in the police as an institution (European Commission, 2010). Also via this line of incidents, but on a structural basis too, another dominant demand seems to be being made on the police. Namely that it be an organisation that innovates, learns, shares knowledge, has an adaptive capacity, continues to develop and adjusts to the rapidly changing society. In the recent past, it was regularly demanded, particularly by politicians, that certain situations “should no longer be allowed to occur”, that “truly structural lessons should be learned from incidents” and that “things should be done and organised more cleverly and more professionally”.

To summarise, it can be said that the police is developing from a somewhat closed, and more or less inward-looking organisation with monopolistic behaviour, into an increasingly accessible body that shares information and knowledge with the public and other organisations. At the same time, the police is also becoming more dependent on public and partner organisations, due to the fact that the monopoly on information and knowledge is no longer the exclusive domain of the police, or that the actual power to execute decisions must not rest with the police but with, for example, (local or national) politicians. It can also be said that the police is withdrawing more into its core tasks and, at the same time, adopting a more participatory stance as social partner in the approach to social issues. There

is an important role for the police to play vis-à-vis other social partners when it comes to advising and identifying problems.

No small task given the context in which the police operate. At the same time, it makes it completely clear that these challenges must be 'tackled' in interaction with the environment, but that this changing environment is sometimes also part of the challenge. This also calls for an active capacity to interpret situations on the part of the police (what's going on?), as well as the ability to judge how to operate in specific situations.
This applies to the police organisation as a whole, as well as the officer on the beat (expected situational intelligence). In recent years, these adaptive capabilities have been translated within the organisation itself, as well as in the training of future police professionals.

The learning and innovation task also calls for reflective capacity on the part of the police organisation (how did we act/perform, how can this be improved in the future and what needs to happen to make this possible?). This must explicitly involve both evaluation and reflection. An important distinction can then also be made with respect to reflection. This concerns 'reflection on action', at implementation levels and management level.
In recent years, we have also seen the addition of reflection at the network level (and within networks). If this reflective capacity is sufficiently embedded and has a knock-on effect in the profession and in everyday practice, this gives rise to more direct reflection: 'reflection in action'.

In this report, the context described above will be worked out in more detail and coloured in from a police perspective. In doing so, we will try to analyse the issues as keenly as possible, to explain them on the basis of organisational police tasks and then connect them with the central theme (during the Pearls in Policing conference, the following task was formulated for the working group: 'Explore the concept of innovation in law enforcement and the building of a discipline of learning.'). In the first part of the report, there will therefore be further discussion of the police as a frontline organisation and the question of which specific features and issues this brings with it from the perspective of a learning organisation. Part two of the report then looks in more detail at the four domains Education, Learning on the job, Leadership and Research. These domains will be placed firmly against the background of the theme, theoretical frameworks and police context outlined in part I. This is based on the conviction that the learning and innovation tasks can only be fulfilled in a lasting and powerful way in the context of the given social, political and police-specific developments.

2. Police as frontline organisation

As described, the police finds itself in a rapidly changing environment and high demands are made. In order to get a clear understanding of the police's organisational tasks, including the fulfilment of its core duties in a social context, further elaboration of the police as a frontline organisation is essential. Smith defines the characteristics of a frontline organisation as followed:

- The initiative lies on the base of the organisation, not on the top
- There is a large degree of independence in the achievement of tasks (situational intelligence)
- There are major obstacles for hierarchical control (immediate action obstructs deliberation).

Among other things, it is the specific characteristics of the police as a frontline organisation that distinguishes it from other organisations in the public sector. But more importantly in the context of this report, the frontline aspects form starting points for further strengthening the learning and innovative capacity of the police (in and via the frontline).

The police as a frontline organisation can be typified as an organisation that is in direct contact with the public/citizens in circumstances which are not usually of a routine nature and are definitely associated with an element of tension (Tops, 2007). For the organisation and officers, the direct contact (and its nature) means that the "physical survival" is under pressure all the time and that it involves sensitive work. The latter is related to the abovementioned changing relations between (groups of) citizens and the police, including aggression, but definitely also to what is at the core of police duties (safety). This duty has heavier weight than the own life; this means that policemen are trained to execute their tasks, even if this means they have to put their own life at risk.

The contacts between operational police officers and the public can be typified as complex, unpredictable and often morally charged and potentially resulting in conflict. At the same time, it is these moments of 'real contact' which are decisive for the effectiveness and legitimacy of the police. The complexity in this contact is related to the problems which face the police and to the expected patterns of action adopted by (the) police (professionals). These patterns are, as stated, highly dependent on the situation, problem and context. The complexity of the problems facing the police demands more of the police (officer) than in the past.

This complexity involves new and often 'interrelated' problems for which there is no uniform answer. One can think here, for example, of incidents which occur in problem neighbourhoods, of the approach to human trafficking and illegal prostitution, or of intervention in the case of young addicts (who hang around). It is completely clear that these issues do not involve just one problem, one responsible party (from the side of the government) or that one can speak of one 'best way of organizing'.
In short, the police is faced with multi-layered and complex challenges, which degenerate in many cases into an issue with three aspects:

- The various (primary) problems which are encountered and their interrelatedness
- The necessary (and sometimes differing) approaches which must be chosen
- The unavoidable and indispensable cooperation with (ad hoc) network partners which must be sought in order to resolve the problems addressed effectively, efficiently and within the valid regulations.

In addition to the fact that the (approaches to) problems are complex in themselves, the same applies to the expected action of the police and police officers. This is a question of situational action and finding the right balance in one's own repertoire of action. The ability to act 'intelligently' depending on the situation and context, to choose an approach appropriate to the urgent issue with a feel for the situation, can be described as 'situational intelligence'. In the case of the police professional, this means, among other things, balancing between de-escalatory action on the one hand, and persevering and taking corrective action on the other, whilst weighing up the use and intensity of force. The discretionary freedom that exists here is an important aspect for strong and effective police action. This will mean that the police use force in a number of situations, but that they can decide against this in another situation. At both the level of the police officer and the organisation, this can involve a more preventative approach or a more repressive approach. The "choice" here is definitely influenced by the political and social environment, and it means that the ap¬proach and its organisation come under pressure.

A second task that is associated with problems relates to the strategic coalitions within which the problems are tackled (see e.g. the formation of Public-Private Partnerships). This can be a question of formal relationships and more 'formal' networks (for example the criminal justice chain), and it can also involve cooperation that arises from case-
specific problems. The 'multi-problem character' of a number of issues, for in-

stance, calls for more active cooperation between the police organisation and, for example, educational institutions or housing corporations (see the approach to problem neighbourhoods). In addition to this, it is becoming clear that there is a need for renewed cooperation bet¬ween the public and the police. In some cases, that leads to difficult situations but, with a good approach, it can also be made meaningful and can contribute towards improving the quality of safety. We can say, in short, that implementation is often a process of direct co-production between frontline workers and the citizens involved.

The specific aspects of the police also have (specific) consequences for the direction and organisation of the police as such. The distinctive characterisation of the frontline also brings with it the complexity of 'frontline direction'. The term 'frontline direction' refers to the ability of political and administrative leaders to shape organisational links on the public 'shop floor' - under their ultimate responsibility - and to actually get them to function in line with the specific situation. Frontline direction is therefore a question, in the first place, of the primary duties. The execution of the core tasks, the performance of the primary processes in the relationship between citizen, administration and public professional are key here. It is on the basis of this relationship that people organize, think and steer. In recent years, there seems to have been a re-assessment of the frontline approach described and of the frontline worker(s) as public professional(s). Unique expertise and 'space for the public professional' have acquired extra support both broadly and within the police sector in a relatively short space of time.

As stated, the essentials of the frontline call for a specific form of frontline direction. A form of direction that is in line with the key aspects of the work and the professionals in the frontline. Essential here is the capacity to see the logic of concrete situations and the ability to intervene effectively in them. (Sparrow, 2000). All of this demands an individual approach, a form of direction and organisational perspective based on autonomous logic. Within organisations, this "frontline logic" is sometimes at odds with the institutional logic of administrators and managers, and with the provisional logic of policy staff. The necessary connection between these forms of logic, to ultimately provide room for powerful and meaningful frontline direction, will be looked at in more detail in section 4. After focusing on the central theme of organisational learning and innovation (within the police), it becomes possible to relate the three perspectives (the police context, the characteristic features of the police as frontline organisation and the key aspects of learning and innovation) to each other and to formulate starting points for improvement in the light of learning and innovative capacity.

3. Problem definition and objective; Innovation and organisational learning as a complex challenge

The social demands made on the police have increased in recent years, that much is clear.
Against this background, it seems to be becoming increasing difficult for the police to take forceful action and interpret public service in a meaningful way. This concerns duties and service as such, but also explicitly the development of the organisation. Given the above, attention for the specific aspects of the police as a frontline organisation also seems to be featuring more emphatically in the debate about the development of the organisation and the training of future police professionals. The theme 'professionalisation' is also being given a specific place in this debate. If we focus on the debate about organisational development, we also see the demand for the police to become a learning organisation and to display innovative capacity. By means of this report, the underlying exploratory studies, deeper analyses (part II) and the examples described, an attempt was made to formulate an answer - and in this connection to develop a framework that can be used in the international context – to the following question:

How can the police as a frontline organisation learn and innovate effectively and meaningfully in the rapidly changing social context?

The learning organisation

The theme 'learning organisation' has received a lot of attention in recent years within the organisational and management sciences, but also more broadly, for example in administrative studies and the social sciences. That has led to a wide range of definitions, but has also brought with it ambiguity and a lack of clarity. Senge, a renowned author in the field of learning organisations, states that a 'learning organisation' can be typified as:

"an organisation that is continually expanding its capacity to create its future."

He adds to this that "adaptive learning" (to survive) is insufficient: "for a learning organisation, "adaptive learning" must be joined by "generative learning", learning that enhances our capacity to create" (Senge, 2006:14). Due to the increased attention paid to the theme, the definitions and the scope of the learning organisation have been further expanded. Wierdsma & Swieringa (2002: 13), for example, state that a learning organisation is an organisation with a great capacity for learning. According to them, the learning capacity of the organisation is the sum of the learning capacity of all individuals employed in the organisation plus

what they learn from and with each other. (...) "In such an organisation, the people possess the shared ability to continually improve, renew and develop their own core competence". Daft (2009) puts more emphasis on the element of experimentation, which is also illuminated in much of the literature from the perspective of informal learning (set off against forms of formal or formalised learning). With a learning organisation, according to Daft, "everyone is in¬volved in the search for and resolution of problems, so that the organisation is continually able to experiment".

We also see different conceptualisations in the further elaboration of the discourse surrounding the learning organisation. For instance, a distinction is made here between individual learning, team learning and organisational learning (see Starkey et al, 2004, Kim, 1993, and others). An exhaustively analysed and in later years gradually further developed approach to organisational learning comes from Argyris & Schön (1978).

They make a distinction between 'single-loop-learning', 'double-loop-learning' and 'deutero-learning'. Whereas 'single-loop-learning' is about improving and optimizing everyday practices (different actions), 'double-loop-learning' involves renewing and improving processes, systems and institutional and organisational issues (as well as different rules). When people think about and work on organisational learning more explicitly at the meta-level, we can speak of deutero-learning (raising for discussion previously accepted principles and starting points, also with respect to (organisational) learning). Here, the development of learning capacity is key via the development and optimization of learning processes, in many cases also via organisational practices (see Schön, 1975). Deutero-learning has been developed in various ways in recent years, for example with a distinction being made between the more formal, organised and planned meta-learning on the one hand and the more conditioned organisational learning on the other, with learning in relation to and in interaction with the organisational context playing a more central role.

Systems thinking and mental models

One of the seminal works on organisational learning is "The Fifth Discipline" by Peter Senge. In it, he describes five disciplines in the approach to organisations as social systems. Via this approach, it is possible, on the one hand, to work out the complexity of organisational systems and the social structure these organisations form. On the other hand, a learning organisation can be developed by means of five disciplines (and it involves a reduction in the complexity). This concerns 1. Personal mastery, 2. Mental models, 3. Building a shared vision, 4. Team learning and 5. Systems thinking.

To actually become a learning organisation, Senge believes it is crucially impor-

tant that the five disciplines are approached together and in an integrated way. "(…) This is challenging because it is much harder to integrate new tools than simply apply them separately. But the payoffs are immense. This is why systems thinking is the fifth discipline. It is the discipline that integrates the disciplines, fusing them into a coherent body of theory and practice.". (Senge, 2006: 12-13). At the same time, systems thinking also makes it clear that change via mental models is a necessary condition for strengthening the capacity to learn and to innovate. Or, in Senge's words (2006: 13):

"Systems thinking makes understandable the subtlest aspect of the learning organisation – the new way individuals perceive themselves and their world. At the heart of a learning organisation is a shift of mind – from seeing ourselves as separate from the world to connected to the world, from seeing problems as caused by someone or something "out there" to seeing how our own actions create the problems we experience. A learning organisation is a place where people are continually discovering how they create their reality."

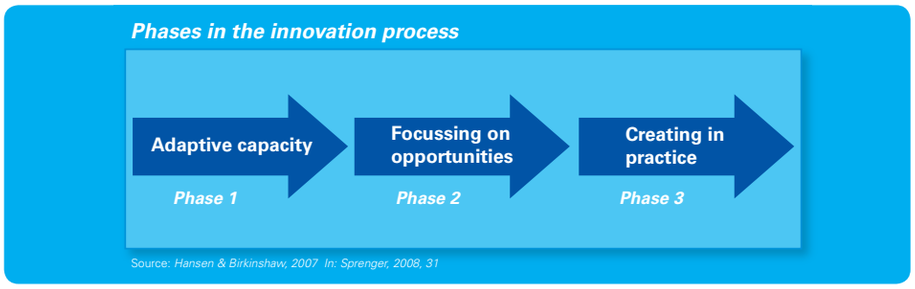
If we think about innovation within organisations, we soon conjure up a picture of technological progress and new methods, for example through the use of social media and new systems. But there is also another, so-called 'softer', side to innovation, which is sometimes also referred to as a broader perspective on innovation. We can refer here to what has been elaborated in recent years as 'social innovation', which can be defined as follows:

Social innovation

"Social innovation is an innovation in the labour organisation and in labour relations that leads to improved performance of the organisation and the development of talents." (NCSI, 2009).

In part II of this report, we will take a closer look at the development of innovation and learning processes via, among other things, the use of research and learning on the job, and the encouraging and initiating role leaders can play here. Yet it seems a good idea, against the background of the learning organisation and the terms referred to above, to say a little more about innovation processes in general. Sprenger discusses this in his inaugural address (2008). He looks at the question of how organisations develop innovative power, and makes a distinction between three phases:

1. The organisation must have a high adaptive capacity, so that new information can be absorbed and can be used in developing and renewing one's own working processes and products. Adaptive capacity can be observed when a lot of experiments are developed close to the primary process.
2. The second phase demands of the organisation the ability to focus: to select those approaches which show the most promise of achieving success in the future. This selection is necessary to further refine working processes and to practise applying them.
3. Phase three concerns the ability to create: to actually put the innovation into practice. (...) Here, learning the necessary skills and putting renewed working processes into practice go hand in hand.



Limits to the learning (police) organisation?

According to many authors, the learning organisation is often taken to be an 'ideal picture' Or a blueprint, but nuances need to be made in terms of its realization in a resistant real world and rapidly changing environment. They also point to the fact that learning is not simply a question of conscious, intentional and rational action, but that an important role can also be attributed to the organisational culture (Alvesson, 2002). Reference is also made here to the previously cited and often made distinction between formal and informal learning, and to learning that occurs much more indirectly and implicitly, whereby the value of tacit knowledge is also mentioned (Eraut, 2000).

Earlier Dutch research into the police as a learning organisation exposed the usual barriers which obstructed the development towards a learning organisation. These barriers are related partly to the nature of the police profession. It is stated, for example, that among the police "there is not a habit of questioning your own practice or consciously learning lessons from real-life situations", adding that: "there seems to be little call for this. Lear¬ning from practice might be a great idea, but it is not a matter of course." (Nap, 2007). Research into the learning practices also

revealed more specific bottlenecks. These concern, for example, professionals who feel restricted in their freedom to think up new approaches and apply them in practice by bureaucracy and performance targets. In addition to this, leaders are perceived as being distant from the 'shop floor' and not focused on supporting and encouraging initiatives from officers. Finally, reference is made to limited abilities relating to knowledge sharing within one's own organisation (also within one's own force) and with respect to the development of innovations in cooperation and dialogue with colleagues. Despite these barriers, a lot of good practical examples do seem to make it clear that lessons definitely are learned within the police organisation and that the innovative capacity is gradually strengthening/being strengthened. Before looking at this more explicitly from the perspective of the various domains in part II of this report, the police as frontline organisation will first be illuminated on the basis of what was said above about organisational learning.

4. Innovation and learning with the police as a frontline organisation

In the previous sections, the (social) context of the police, the police as a frontline orga¬nisation and organisational learning as themes were explored in turn. If these themes are related to each other more explicitly, we come closer to the key issue addressed in this report, as formulated in the Pearls conference report. That is, to 'explore the concept of innovation in law enforcement and the building of a discipline of learning'. In short, how can the police learn and innovate effectively and meaningfully in the changing context, given its specific frontline character? In part II of the report, starting points for strengthe¬ning the learning capacity will be looked at in more detail from different perspectives. Learning in and via the frontline of the organisation is not a theme that restricts itself to the police sector. Increasing attention is also being paid to the frontline and frontline staff in the care and education sectors. In 2004, the Netherlands Scientific Council for Government Policy (WRR) developed an approach that related to institutional thinking and action within organisations, more specifically to the problems surrounding public services. The WRR sees a clash within institutions which provide a public service between the institutional logic of the management, the provisional logic of the service providers and the demand logic of the client. The three forms of logic 'hold each other in their grip'and cause 'tension', but this tension also leads to innovation (WRR, 2006: 171). The elabora¬ted (grating) forms of logic are copied a lot in later studies, and worked out in more detail. Also by the WRR itself, which added (operational) 'frontline logic' to institutional logic, provisional logic and demand logic in 2009. In the report, the WRR looks exhausti-

vely at this logic, which is represented by frontline staff and which – as described earlier – has its own "frontline direction". In recent years, people have started to pay explicit attention to learning in and via the frontline and on the basis of frontline logic, within the police in particular, via various lines. It could be worthwhile for several reasons to combine the different forms of logic men¬tioned with the strategic (organisational) level and the practitioners of these approaches. If we try to encompass this combination in terms of the police organisation, we get a picture such as that presented in the diagram below. Also important in terms of the in¬terpretation and the effect/elaboration of the different forms of logic is the changeable context in which the police operate. For example, the four forms of logic are influenced in their own way by politics, society (public and private parties), the media and citizens. It is also true that the 'worlds' to which the forms of logic relate might sometimes 'split', but at the same time they also 'need' each other. This also applies if we study this approach from the perspective of the learning organisation. "There is a close connection between the learning capacity of frontline workers and the intelligence of the police organisation as a whole, or in other words the institutional intelligence. Institutional intelligence is the cognition, the knowledge, the organisation as a whole can construct and retain in such a way that it is possible to act smartly and effectively as a whole". We see this necessary connection between the forms of logic within the organisation (internal), but this connection also applies very much to the outside world:

"A frontline organisation like the police must operate intelligently on the borders of its own organisation, other organisations in the safety domain and the public. There are so many dynamics simultaneously at play on these borders that operating intelligently demands good interplay between smart systems which provide the required information and smart professionals who choose the right approach." (Sprenger, 2008:28).

When we look at international exploratory studies relating to strengthening the learning and innovative capacity of organisations, we also see that it can have added value if the forms of logic are connected. In the article "Creating an Innovative Organisation:
Ten Hints for Involving Frontline Workers" (Behn, 1995), two decisive conditions for achieving innovation within organisations are given, i.e.:

- Frontline workers know that leadership is on their side
- Frontline workers understand the big picture

Neither condition can occur unless the different levels and forms of logic work together, but more than that, namely that there is mutual understanding between the forms of logic. Or, in other words, the operational and managerial levels work together at achieving quality and learning capacity, but it will only be possible to shape this in a lasting and meaningful way if each level understands the other's perspective on the organisation/organisational development and the service.
From a police perspective, the conditions referred to have another significance, which has attracted attention in recent years. These aspects are also important for the further development of the police towards a learning and innovative organisation. It concerns:

	Directing level	Organisational logic	Practice level	*Learning & Innovation*
Organisation and organisational culture	Strategic	Institutional	Chief, leaders, management	*Draft approach & Informal learnin*
	Tactical	Provisional	Management cops	
	Operational / employee	Frontline / situational	Street cops	
Society / environment	Politicians, society, business	Demand & Client	Politicians, social midfield, citizens	

- The interaction between (organisational) levels

Whereby it is essential that police officers feel 'covered' by their leaders and there is mutual trust in the working relationships. [more attention will be paid to this in the section on leadership and learning on the job]

- Training future police professionals who also possess the administrative, organisationaland strategic competencies, as well as the learning and shaping capability.

In such a way that there is greater insight into and understanding of the organisational context throughout the organisation (also in the frontline). [more attention will be paid to this in the section on education] To conclude, we can say that va-

rious studies also pay explicit attention to (the importance of) learning in and via the frontline. A description:
"This study shows how important learning and innovation in and close to the frontline are. The introduction of the term innovative learning practice could help to provide explicit space for learning and innovation during work, with the aim of adding more flesh to the bones of innovation and learning. An innovative learning practice is a collection of work activities (such as community-oriented policing) by means of which a specific group of people (community police officers, support staff, team leaders, external parties) intends to learn to do the work differently and beter." (Sprenger, 2008).

Conclusion

5. On our way towards an innovative and learning police service

In the previous sections, an attempt was made to provide an accurate but brief overview of the police as a frontline organisation in a rapidly changing social context, and also of a few perspectives on (organisational) learning and innovation. If we survey these aspects, it becomes clear that the task the police face of innovating, learning and renewing is anything but an easy one. To put it more strongly, it is a complex and multi-facetted task in every sense. It has become clear that this is related to the environment in which the police operate (as organisational context) as well as the frontline character of the police organisation. In addition, the organisational culture plays an important role, examples including a lack of evaluation and reflective capacity.

As described, changing society and the changing social and political climate are throwing up new challenges. This social context and (organisational) environment pose, as a key element of and for the police, a challenge to the police as a public organisation, as well as for the police professional, in three ways:

- As an environment in which problem cases, emergency situations and social problems occur, which the police, on the basis of its core duties, must attend to or take action against. (Including vandalism, theft, but also more complex issues such as those mentioned in problem neighbourhoods or with youths who hang around)
- As a (changed) environment in which the police (organisation) must be organised and structured permanently and in which police professionals work. (Including aggression against professionals, increased transparency and increasing pressure 'to perform')
- As an environment with which one must cooperate in new contexts. (Including via forms of co-creation and making use of the knowledge of citizens and network partners)

The second key element relates to the frontline character of the police. The individuality of the police organisation that calls for frontline direction and recognition/acknowledgement of frontline logic, both internally and externally. Here, the focus is on the work environment, the nature of police work and the continual pressure on the frontline, both in the execution of the core duties and with the organisational processes. These elements of the organisation yield a number of starting points if we think about how to work on (organisational) learning and innovation within the police:

1. It is a question of learning and innovation in context and in interaction with the environment.
2. It is a question of training new professionals, knowledge sharing and the exchange of best practices.
3. It is a question of developing and strengthening the capabilities to learn and innovate, including removing the limitations to this and encouraging staff to do it.

The third key element that can be mentioned when thinking about the learning and innovative capacity of the police organisation is the organisational culture. Reference can be made here to the degree to which space is provided for, action is taken concerning, and explicit effort goes into the initiation and the stimulation of learning and innovation as important values within the organisation. It will be clear that various factors and elements which are linked to the organisational culture currently hamper this innovation and the further development of the learning capacity.

Working towards and doing something about the aforementioned three key elements only seems possible if the existing forms of logic are sufficiently acknowledged within the organisation. If one seeks to further develop the learning and innovative capacity and strengthen the police organisation and the police professional, working towards understanding and a connection between the forms of logic not only seems to be a marginal note, but a necessary condition, both internally and as far as interaction with the outside world (society, citizens and network partners) is concerned.

In order to realize the points of action referred to above, we look at things from and via four domains, namely: Education, Leadership, Learning on the job, and Research. These four domains will be discussed in more detail in part II of this report, in such a way that they can also be meaningful for other countries and other ‘contexts’ and can provide handles for working towards a learning and innovative police force.

PART II: Countries compared

by Ruben Spelier, John de Bruijn, Hans Hogeboom, Pieter Tops

1. Introduction: four dimensions for comparison

Although there are several domains on the basis of which learning and innovation in the police can be looked at, the decision was made to choose four perspectives: education, learning on the job, leadership and scientific research in relation to the police. These four angles cover a large proportion of the research spectrum relevant to this part of the study. Police education, learning on the job and the results of scientific research carried out in relation to the police can be seen as paths along which innovation and learning can be shaped (further). Leaders of the police organisation are also important facilitators of innovation and learning, by virtue of their role and position; they can partly determine, from a strategic perspective, if and, if so, how and in what areas the police organisation they head can or must learn and innovate.

There are at least four dimensions along which the concept of a learning police organisation can be charted. We will look at them in turn.

a. The training for police officers

Important for a police organisation is the quality of the training, for both operational staff and leaders. The question is if and how the idea of a learning frontline organisation is expressed in this training. Is the training geared, in the first instance and mainly, towards teaching the specific skills & drills of police work, or can one speak of a fully-fledged professional course in which police officers are trained to become independent professionals who are able to make their own assessments and judgements? Possible questions
include:

- What basic idea forms the cornerstone of the police training: is it mainly a business school or can one speak of a fully-fledged professional course?
- To what extent is the training institute anchored in the police organisation?
- To what extent is there cooperation with training institutes outside the police world?
- How long does the training last?
- What levels of training are required for selection?
- What differences are there on all these points between basic training (for operational police staff) and the training for leaders.

- What kind of further training is available? Is there a possibility of life-long learning?
- What opportunities are there for lateral entrants?
- Is police education used as a vehicle for organisational development and organisational learning?

b. The idea and the reality of learning on the job

Apart from the formal learning in training situations, many other forms of informal learning can also be found within the police organisation. This refers to learning from and in the practice of police work. The question is to what extent this is acknowledged and facilitated within the police organisation. Are there opportunities for learning on the job? Possible questions include:

- Is informal learning encouraged by the management?
- If so, in what forms? Is there, for example, any systematic debriefing? Is time made free in the roster for informal learning?
- To what extent is there systematic reflection on practical experience following initial training?

c. Leaders and the learning police organisation

When it comes to a learning police organisation, leaders have a crucial role to play. They are the ones in a police organisation who can ensure that there is a culture in which learning and innovation are very much in evidence. Possible questions:

- To what extent are leaders themselves educated and trained in learning from experience?
- How do they encourage their staff to make use of learning experiences?
- Does the chief commissioner embrace and encourage the idea of a learning police organisation?
- To what extent is it an explicit duty of leaders to create a 'safe learning environment' within their section of the organisation (can go against the 'boss', may make mistakes, etc).

d. Research and the learning police organisation

In connection with promoting a learning police organisation, the role and significance of research is also crucial. By means of research, existing experience and practices can be charted and reflected on critically. Possible questions here include:

- To what extent is the police organisation connected with research? Are there any systematic relationships with research organisations such as universities?

- Does the organisation have its own research facility? How much freedom is there for critical reflection?
- Is the police organisation open to research results (even if they are critical)? Is there any evidence that the results of research have an effect in police practice? Can you give any concrete examples of this?
- Are there any developed forms of practical research? Can you give any examples of these?

These questions must be seen primarily as indicators and not as a kind of fill-in-the-blanks exercise. The main question is whether or not these four dimensions, in terms of which a learning organisation can be expressed, are recognizable.

We will use this framework to analyse the situation in The Netherlands, Denmark and The Cayman Islands. In the appendix you will find some short notes from South Australia, Germany and Belgium.

2. The Netherlands

a. Education

The basis for the police professional of the future is established during the period of training. Therefore it goes without saying that this period of education and dual learning/ working is one of the crucial moments in the training of police officers in a policing and social context. The basis of police education consists, on the one hand, of a validated practical knowledge and, on the other hand, of (applied) scientific knowledge. In addition, police education makes an important contribution to the development and building up of applicable knowledge for the security chain (De Meij & Prins, 2010). In this way, the education of and for police professionals fulfils a crucial role with regard to the question to what extent the police force is a developing, learning and innovative organisation. One important question in this respect is to what extent the (basic) training enables future professionals to act professionally and to be “reflective practitioners”, and how the interaction between (police) practice and education that is considered necessary can be achieved? It would be going too far to examine the whole police education system and its development here. Therefore given the subject matter of this report, it will look at the essentials in police education and the training of police officers to become “reflective practitioners”.

Essentials of police education

In recent years, there have certainly been developments and changes in police education. The changes in society have undoubtedly had an influence on this, as they have on the requirements imposed on new (as well as on experienced) police officers (also see Jaschke, 2010). For that reason, the connection between police practice and police education is reflected in a curriculum which is being developed, as well as in changes in the structure of the training. A number of the essential characteristics of this structure can be identified. They can be focused on from the perspective of the Dutch context in view of the fact that Dutch police education has been providing a contribution to European developments for some years, and the fact that the Dutch system is followed by other countries with considerable interest. “Interest abroad is such that for a number of years an introduction has been provided very successfully, entitled ‘Police education below the sea level’. This is a form of exporting knowledge which can also be seen as an expression of ‘soft power’ in the sometimes rather hard world of police and security” (Tops & Van der Wal, 2010: 35). For the police, education, and therefore learning, training and development, can essentially be defined in terms of the following three key concepts. In fact, police education is:

1.context bound,
2.competence oriented, and
3.complementary (dual structure)

In this respect, the education aims at training future professionals who can be deployed immediately, have context-specific knowledge and skills, as well as learning competences. The ability to continue to develop (learn) permanently in and on the job is central in this. The permanent professionalisation of the police, the continuous development of competences and therefore lifelong learning, are essential for the development of a coherent system of police education (Stam & Grotendorst, 2007). The development of competences (and the acquisition of applicable knowledge) by students who will be the police officers of the future has a central place in the police curriculum. The competences not only concern behavioural elements and attitudes, but also skills and knowledge which the future police officer needs to be able to act successfully (De Meij & Prins, 2010: 194).

This involves the following parts (see, inter alia, Stam & Grotendorst, 2007):

- professional and methodological competences
  - *(Professional) content used in the repertoire of activity*
- administrative/organisational and strategic competences
  - *Work in the context of an organisation*
- social-communicative and normative-cultural competences
  - *Functioning in the working environment; cooperation and coordination*
- learning and design competences
  - *The ability to contribute to one's own development ("learning to learn")and that of the working organisation and the profession*

Reflective practitioners and learning on the job

One important starting point in the development of the competences of police officers is the idea that they are trained to be "reflective practitioners". They are professional practitioners who learn as the result of and with the use of reflection, feedback and evaluation. This can relate both to their own activities, their own development, and to their interaction with colleagues and their performance in a broader organisational context. In fact, the context and dual structure of the training aims at this, as shown below. In the past few years, there has been a great deal of research and much has been written about the "concept" of reflective practitioners. In The Reflective Practitioner, How Professionals Think In Action, Donald Schön (1983) states that it is about the capacity to reflect and the ability to learn in this way, so that this reflection becomes part of the continuous learning process and part of the professional training. In the more recent developments of police education (and the thinking about this), more attention has gradually been devoted, amongst other things, to the idea of socialisation in the police context and the cultural values which are passed on (e.g., Kimpe et al., 2012). The role of lecturers is also described as being crucial in this respect. "They do not merely teach competences, but they also instil codes and relationships. These sorts of secondary effects of education and training are essential in the institutionalisation of knowledge and skills" (Smit, 2011). Despite the various developments, the police professional certainly cannot always be described as the "ideal type" of the reflective practitioner. For example,

Jan Nap says (2007):
"Police work is action-oriented and by far the majority of police officers are too. Police officers are not generally characterised by a reflective approach to the work. They do think about their work, but do not usually reflect on it." Therefore the development towards more reflection is identified as an explicit aim:
"Police officers have to develop as 'reflective practitioners'... (...) For the development of police expertise it is important to strengthen consciously learning from and through police practice. Obviously, this is primarily the responsibility of the police officers in the field themselves (…). However, they can be supported in this by people who have made it their job to promote learning. There is a good role for this in the Police Academy: to help learning through practice. With the development of dual learning a connection has already been made with practice, but the emphasis is already too much on educational goals. The art is to make a school in practice and to prevent a school being made from practice."

Dual learning is also examined on the basis of the question to what extent the educational methods in training (and the related structure) contribute to professional police officers, with a knowledge of the (organisational) practice on the one hand, and the necessary hard professional knowledge on the other. Attention has been devoted in recent years to the model of dual learning/working through different processes and classifications. Examples include the research focusing on "learning on the job" and "learning in the workplace" (Streumer, 2010: Streumer & Van der Klink, 2004). Various publications attribute highly successful results to the model and there is "continuing great confidence in the workplace as a place for learning" (Streumer, 2010: 9). However, despite the many positive effects, a number of critical comments have been made about the way in which learning in the workplace takes place and about the so-called "teaching potential of the workplace". In this respect the main criticism is that "ideas are insufficiently considered when they are put into practice." In other words, the use of the workplace as a place for learning deserves considerable attention and must be improved to become a significant and effective learning environment. According to many authors, the key word appears to be "integration", with an improved interaction and connection between the world and the rationale of both the practice and that of the training as such (for example, see Stenström & Tynjälä, 2009: Griffiths & Guile, 2003).
When we focus explicitly on the system of dual learning in the police organisation (worked out in "learning on the job"), we find that in recent years an attempt has been made to define this integration and the related practical organisation. Some of the reports of the inspectorate have also contributed to the improvement of learning on the job in the Dutch police force (including IOOV, 2005).

b. Learning on the job

In the previous paragraph, we indicated that education is one of the central building blocks for the police officer of the future. This applies both for the initial education, and for the post-initial education. This also immediately shows that the learning process certainly has not been completed at the end of the (basic) training. In fact, in the past few years there is a discernable trend towards devoting more attention to lifelong learning, as well as a sense that it is necessary to move towards this. Two developments appear to have contributed to this to a great extent. First of all, there are the changes which we outlined in part 1, and in particular the rate at which these developments are taking place. It is not only a fact that knowledge as such is becoming outdated at a faster rate, but the demand for new knowledge and skills is also growing at a faster rate, mainly as a result of social, as well as technical innovations. It is partly because of this that the emphasis on the development of the individual capacity to learn (learning to learn) seems to be more important in the continued training and development of police professionals. The second development which makes an important contribution to the broad development of learning on the job relates to knowledge sharing. Working in chains and in new network structures requires a different sort of interaction with partners and colleagues.

Furthermore, there not only increasingly seems to be a need to learn from each other (given the increasingly complex problems and new organisational relationships), and there are some good examples of this in the police organisation, but also – and emphatically – to learn across the boundaries of the team and the organisation. These examples can certainly make a contribution and serve as an example for strengthening the capacity to learn and for learning on the job as such.

Learning on the job: employees

In the past few years, quite a lot of literature has been published on the subject of learning on the job. We would like to refer to some of the conclusions, and in this respect also mention the importance of environmental factors. A summary of the different approaches to learning on the job is given in the study by Berings et al. in 2008, which resulted in the article “Dimensions of On-the-Job Learning Styles”. They distinguished four criteria to analyse the relevant “dimensions” of the subject precisely. These dimensions appear to be very important for thinking about and working out approaches to actively promote learning on the job. In their view the dimensions should:

(a) be changeable by learners;
(b) be applicable to the workplace context;
(c) be one-dimensional;
(d) concern activities and behaviour.

In the study, Berings et al. also described the different perspectives which recur in other studies as well. As a result of the analysis they conclude that an awareness of four elements is important as regards 'on-the-job learning styles':

- whether they are reproductive or developmental learners;
- whether they tend to learn alone, from others, or with others;
- whether they are holistic or analytical learners; and
- how they engage in reflection (e.g. the depth of reflection).

"The literature described suggests that different learning strategies will be most effective for different individuals in different learning situations. If they are aware of their learning style, employees may be able to adapt their use of learning strategies to fit specific lear¬ning situations. This is called adaptive flexibility." (Berings et al., 2005).

Learning on the job: context

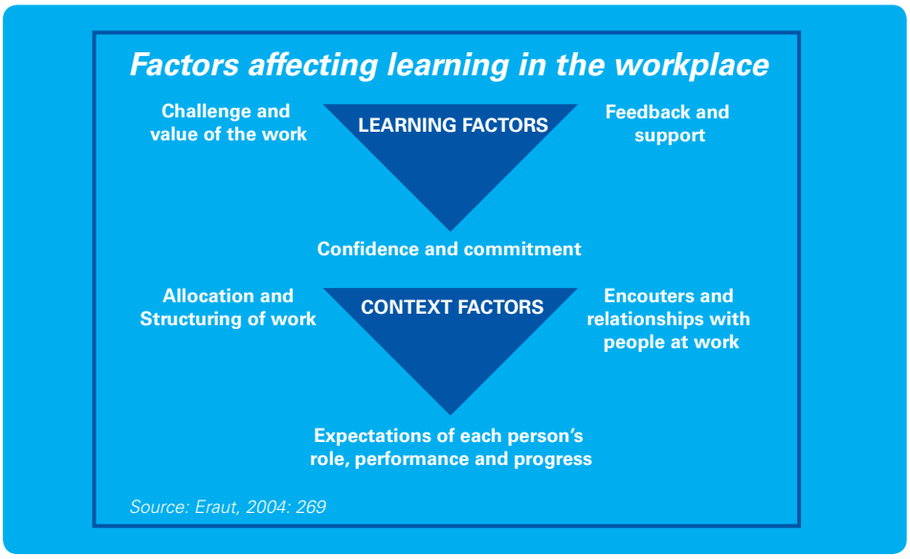
As explained in different ways earlier in this report, the (organisational) context plays an important role in promoting (or limiting) the capacity to learn in the police. In this respect, many of the research results can be related to two elements, viz.:

- the overwhelming importance of confidence
- the triangular relationship between challenge, support and confidence (see, inter alia, Eraut, 2000)

With regard to the role of confidence, a number of points were incidentally mentioned in the earlier articles. Focusing on the elements in the "triangular relationship", it is possible to identify a number of other factors which appear to be crucial in promoting a safe learning environment and which can therefore make a positive contribution to an organisation/culture where learning on the job is actually possible. These factors can also be put forward as points which can be picked up to explicitly work on promoting the capacity to learn in the organisation. On the basis of the study by Eraut (2004) it is possible to identify the great importance of:

1. structured feedback and support which is incorporated in the organisational processes
2. the great importance of the value and meaning of the work
3. commitment (in both directions between the organisation and the professional)
4. clear relationships and expectations regarding the roles and performances in the organisation

These elements were worked out by Eraut (2004) in the model shown below, making a distinction between the "learning factors" and the "context factors". The organisations and the leaders can explicitly work on both factors to promote a safer learning environment and a context in which learning on the job can be developed (further).



Learning in the police workplace

In the police world, many people now advocate learning in and from practice , also as a form of the broad development and professionalisation of police officers. In this context, reference can be made to the words of Jan Nap in 2007:

The primary thing is that (learning on the job) is obviously the responsibility of the police officers in the field themselves; only they can actually relate learning to working and vice versa. (...) The art is to make a school in practice and to prevent a school being made from practice. This can be done in a very concrete way. It is quite conceivable to organise action-learning courses, for example, on the art of surveillance, making contact with difficult people, surviving in moral conflicts, achieving sensible and result-oriented management, etc. etc. The practical tasks are endless. A condition for this is that the learning has a connection with practice, rather than that the practice serves as a model for the educational ideas. It is only when the practice becomes the starting point that learning can become a meaningful part of adult professionalism.

Learning in, from and as a result of police practice not only seems desirable – given the action-oriented character of the police – but is, above all, a learning method with great potential. It has potential for the development of the individual officer, but certainly also for the team, organisational units in which the officer works, and for the police as a whole.

Doornbos et al. (2004) carried out a study some years ago, examining the connections between work-related and individual factors with regard to informal learning in the (Dutch) police. This study proceeded on the basis of informal learning "as an integrated process which consists of an interaction between officers and interaction partners, and as an individual internal psychological process which leads to a learning result." In particular, it looked at the factors which are related to the way in which police officers learn informally, and the extent to which these were or were not experienced. The study leads to the conclusion that management support, the availability of colleagues (and interaction) and the possibilities of external contacts "are positively related to informal learning". In this respect, the results partially correspond to the points mentioned earlier by Eraut.
The result as regards the support of officers in the learning process are particularly interesting, given the task for leaders and management. Doornbos et al. (2004) conclude:
"It is up to managers to find a good balance between providing a safe environment to discuss everyday practice with its stronger and weaker aspects, and maintaining a professional distance which allows for challenges in on-the-job learning."

Demand for….

c. Leadership

A study of the phenomenon of leadership immediately reveals the enormous demand for this in society and in politics (as is also reflected in reports and studies), and related to this, the emphatic demand for "powerful leaders". This is not only clear from newspaper editorials and the thinking in the police force; scientists and consultants are also engaged in a heated debate about the leadership that is required, which has to be forceful, robust, committed, authentic, inspirational and transformational. In short, there is a great need for leadership to respond to contemporary problems. In fact, leadership is referred to as one of the (organisational) tasks for the police organisation.

The starting point and context

There are many approaches to the phenomenon of leadership. However, one central element that is found in every approach concerns "targeted influence". As the figure below shows, police leadership means influencing people's behaviour in the environment and in the police organisation on the basis of interaction so that the police can carry out their social tasks. As in every organisation, these tasks must be carried out effectively and ef-

ficiently. One special aspect regarding the police is that the execution of the task must be in proportion to what is (legally) "allowed" (normative legitimacy), but it is also important that it is understood by citizens and is experienced as being just (social legitimacy) (Land-man et al., 2011). The following paragraphs will look in more detail at the influence of the organisation and what this requires from the leader as an individual. They will then examine the development of police leaders in the Netherlands and leadership in the new National Police. In view of the subject matter of this report, it will not look at the influence of leaders on the environment.

The (learning) police organisation

The existing reality for the police organisation is that the social and environmental trends referred to in part 1 have a strong internal influence. In addition to the vertical hierarchy which (still) exists, there are more horizontal movements and emphases. The focus on strategy, structures and systems increasingly moves to goals, processes and people. There is an increasing concern about the collective capacity of the organisation: a collective ambition linked to a collective learning process in which "everyone thinks and acts", in contrast with the bureaucratic principle: "the staff think and the units implement". What is needed for this is a further shift in "what must and what may be done", which applies in a rule-driven organisation, towards a learning organisation, in which behaviour and "wanting and being able to do things" have a central place (Wierdsma & Swieringa, 2002). To achieve this shift, the internal organisational culture, as well as existing routines and pat¬terns, play an important role. They strengthen the existing status quo in the organisation and make the (continued) development towards a learning organisation very tough. To make a targeted contribution, this means that the leader must work with sincere interest on achieving a good quality relationship with the officer(s). The trust created in this way will reduce the obstacles to both the officers and the leader himself revealing the mutual vulnerability and openness required for learning. The basis for trust, "a solid faith in the positive intentions of the other party", is the building block which can also influence the quality of the work or the development of a police officer or team. The actual learning has a place in the (collective) discussion which ideally examines assumptions, convictions, values and norms (which act as obstacles), as well as a lack of effectiveness. The leader must also be alert to patterns which maintain the existing situation and his own role in this (Ardon, 2009). At the micro level, this contributes to a culture which supports learning. In terms of leadership style, this can be described as a combination of a context-sensitive, committed and transformational leader (who influences values, norms, convictions, etc.) and a serving leader (De Ruiter, 2011).

What does it require of the individual?

In order to be effective as a police leader a great deal is required of the individual. The correct knowledge, skills, capacities and (work) experience are important for this. This concerns a professional knowledge of police work and the related dilemmas, and knowledge of criminology. More in general, a knowledge of the local context is required, as well as a knowledge of specific actors such as partners (in the chain), but also the media. In addition, socio-psychological knowledge seems to be increasingly important, particularly about group dynamics, to intervene correctly as regards individuals and the team. It can also be said that a knowledge of organisational science is very important, particularly of changing and structuring (learning) organisations, though it is only present to a limited extent at the moment (Landman et al., 2011). The skills required of the individual relate to the interpersonal field (communication, making and maintaining contact), a sensitivity to the external environment and the ability to improvise in situations when rules are not sufficient. In the context of learning, the ability to reflect on one's own actions and that of others is essential (in addition to interpersonal qualities) in order to start a process of development, respond to new developments and recognise existing patterns, as well as the ability to recognise one's own role in this to break the circle (Ardon, 2009). This strengthens the quality and the learning capacity of front-line work and the organisation. The last skill which must be mentioned concerns providing and maintaining direction. The capacities required for this are extrovert, emotional, stable and an open and curious approach to new experiences. Analytical intelligence is important, and in view of the developments in leadership, emotional and creative intelligence, as well as a strong mo-ral compass, are also very important. Finally, experience of the police profession plays an important role. At the tactical and operational level of management, experience can actually contribute to a better contact with officers and a better execution of the work (Landman et al., 2011). This concerns both the actual understanding of the work, as well as the legitimacy of the leader for the officers. In short, the mutual understanding of the administrative, organisational and professional rationale, as described in part I.

The development of police leaders in the Netherlands

It has become clear what sort of leadership we are looking for and what leadership must be developed. This brings us to the question of leadership development in the police. In short: how do we develop police leaders and what are the starting points in training police leaders? In the Dutch context, we refer mainly to the School for Police Leadership (SPL). The need for a special training institute is because of the "specific requirements for police leadership", as described above.

The police organisation has had a School for Police Leadership, which is part of the Dutch Police Academy, since 2001. The SPL is the central institute for leader-

ship in the police. "The SPL supports operational, tactical and strategic police leaders with lifelong learning, and to achieve and maintain their mental, intellectual and socio-emotional fitness. The SPL also makes a contribution to developing knowledge about police leadership." (SPL website, 2012). From the start, the SPL has tried to carry out its tasks in different ways. Three aspects can be distinguished in this respect (also see Hazenberg, 2003). First, the SPL acts as a facilitator, the facilitator of a learning movement of which the managing "top 600" in the police are part. This involves reflection, encounters and exchange. The second aspect concerns the international component. International learning activities are developed along different lines (e.g., through the CEPOL). The third aspect concerns the training component as regards police leaders and police leadership. This is done by providing learning programmes which are commissioned by the Senior Civil Service Bureau (ABD) Police Top, and on the basis of its responsibility for providing the leadership courses of the Police Academy.

Two aspects are important for the structure of the police leadership by the SPL in 2012. In the first place, there are the quality criteria used by the SPL for its programmes. The following starting points have a central place in this: "From supply to demand", "From the outside in", "Engaging in discussion and dialogue" and a "variety of types of learning". In a more concrete sense, there are the essential characteristics in the competence profile for police leaders that was developed for strategic leaders in the police. As the SPL says: "This set of nine key competences expresses the essence of the way in which leaders perform."

- **Creative**
- **Empathetic**
- **Honest**
- **Socially-oriented**
- **Courageous**
- **Enterprising**
- **Politically and administratively sensitive**
- **Result-oriented**
- **Sociable**

Source: School for Politice Leadership, 2003 [2012]

Leadership in a learning National Police

As indicated above, the Dutch Police are on the threshold of one of the greatest reorganisations in their history, viz. the development towards a single national police force. The plan for the national police (January 2012) states that "the police is a learning organisation", and explains: "On this basis, the police are constantly working on improving and innovating procedures, technologies and organisational structures. For the individual
police officer this means that he is also a learning professional, permanently re-

flecting on what the police work requires of him, and actively looking for the knowledge and insights with which he can improve his work and adapt to changing circumstances."

For both leadership and leaders, the continued developments in the learning organisation play an important role. They are expected to be "devoted to the operation, respecting the professional space of their officers in this and actively stimulating the learning of police officers, particularly when mistakes have been made. At the same time, managers are expected to hold their officers accountable when this is necessary. Leaders also serve as an example for their officers with regard to an awareness of and maintaining professional and human values (Design Plan Dutch National Police, 2012)"

The development of the national police into a learning organisation is crucial for the effectiveness of the police in the Netherlands and the effectiveness of its tasks. It is not only essential for actively promoting security, but also to be able to act and develop proactively and intelligently as an organisation, and to consolidate relationships internally and externally. In addition, it is possible to create extra room for knowledge sharing between police professionals and for innovation in and by the organisation on the basis of a strengthened learning capacity.

Introduction

d. Research and the police; an essential combination

This chapter focuses on the question of how traditional academic research and new forms of research can strengthen the effectiveness of the police. This is necessary, as there are rather a lot of "serious problems" on the police agenda, complex issues for which there is no clear knowledge available to solve the problem, and uncertainty prevails. The assumption is that these types of problems mainly require a transdisciplinary approach, a procedure which makes use of the knowledge and experience of professionals, as well as using scientific knowledge. This approach is important, because development and lear¬ning in the police organisation is not an isolated matter, but should preferably take place in coordination with the relevant partners and interested parties.

In this chapter, we briefly deal with the theoretical aspects related to the development of transdisciplinary knowledge and complex issues. Then we examine how new forms of research can play a role in the approach to complicated social problems. We describe a form of research and working method known as: "intelligent professionalism". This not only works with blueprints, scientifically validated knowledge or protocols, but above all makes use of the developmental strength of executives and managers. We conclude this chapter with a short inventory which describes the relationship and interaction between the police and research institutes and how the conclusions are put into practice.

The development of transdisciplinary knowledge

The background of the development of transdisciplinary knowledge is the starting point that complex social problems can be solved by using knowledge which not only consists of theoretical, purely scientific knowledge, but also by using the experiences and insights of professionals, knowledge users, innovators, policy makers, (ad hoc) social groups and consumers. According to In 't Veld (2010), transdisciplinary research is about the process of knowledge production, the interpretation of the results, and the development of issues and solving problems. The development of transdisciplinary policies is aimed at creating an approach to action which has sufficient support from the relevant actors and interested parties.

"Mode 2 science", fresh leaves on the twigs of science

This paragraph considers the development of Mode 2 Science. Mode 2 Science is concerned above all with a more socially responsible and reflective way of conducting science. It not only involves scientists, but also the knowledge and experience of laymen and professionals. Scientific reflection, and the insights and experiences of practice come together and are combined. This makes room for a fairly new development which is referred to in the Netherlands with the umbrella term practice-oriented research.. Gibbons et al.(1994) and (subsequently) Van de Kerkhof (1999) developed the concept of Mode 2 Science. Gibbons c.s. argue that there is so much empirical data available that there could be said to be a transformation in the way that knowledge is developed. Because of the lack of adequate terminology, they use the abstract term Mode 2 Science for this new form of knowledge development. Mode 1 Science is the name for the more traditional form of knowledge development which is generally developed in monodisciplinary disciplines such as universities, and complies with certain demands of validity such as objectivity and the possibility of controls. One of the consequences of the application of Mode 1 Science is, for example, the fact that (practical) complications which arise from this development of knowledge are at most dealt with at a later stage. Therefore, Mode 1 Science has come under pressure because of the increase in social uncertainties and the related complexity. After all, there is less and less evidence of opportunities for control, stability, certainty and objectivity in our dynamic society. De Jong and Tops (2012) consider that Mode 2 Science is dominant at the moment. They have deduced this from, amongst other things, the signing of the valorisation agenda by the Dutch knowledge institutes. This suggests that the applicability of research that has been carried out determines its importance and impact on society.

Learning and innovation on the basis of "intelligent professionalism"

The idea behind "intelligent professionalism" is that the complexity presented by the outside world must be tackled by innovation from the inside, and by stimulating the ability to deal with or resolve complex situations. In this respect, "intelligent" means a broad-based professionalism in which several people find solutions leading to better results and a more efficient performance (De Jong & Tops, 2012). As regards the term "professionalism", Sprenger and Teeuwisse endorse the ideas formulated in "The Craftsman" by Sennett (2008). The latter emphasises the fact that professionalism is a quality that is deeply rooted in a person. The central question in Sprenger and Teeuwisse's research is how professionals in the police organisation can learn to work more intelligently with each other and with partners in social organisations to a greater extent than in the past, and how the innovations developed in this way can be consolidated so that fellow professionals can also make use of them.

Design or development?

The research by Sprenger and Teeuwisse (2011) was designed as active research, opting for an approach based on development. A development-oriented process of change differs significantly from a design-oriented process in a number of ways. The basis of a development approach consists of seeing organisations as open systems in which complex responsive processes take place between people and systems. The expertise of professionals is an important link in the continued improvement and innovation of work and working processes. In the Dutch police, the design-oriented approach is usually adopted and the design of the systems and structures by scientists, researchers or advisors has central place. The design-oriented approach has the important characteristic that the objectives and the related plan of action are clearly formulated in advance. This requires a precise and expert prior analysis to achieve the required result in the end. This approach is suitable for relatively straightforward processes of change with a predictable and foreseeable result.

Results of three projects

In the research carried out by Sprenger and Teeuwisse, the Dutch Police Academy and three police districts worked on projects in which the basis consisted of developments tackled from the perspective of improving professionalism. The main question in the research was: "How can intelligent professionalism be further strengthened in the police organisation?" In the end, these projects showed that innovation can start from the beginning and can lead to applications with broader support in practice. An important starting point in this respect was that the professional must maintain his own space and is enabled, together with the managers and coalition partners, to implement improvements, so that the work not only becomes more efficient and effective, but also contributes to meaningful results at every level.

In conclusion: approaches to action for the police

The social problems with which the police are confronted are often unstructured problems or even wicked problems (see also part I of this report). Solving these problems appears to be facilitated if the use of transdisciplinary knowledge is increased. Amongst other things, this implies that the police will always work together with the well-known part¬ners in the chain, such as the Public Prosecutions Department and civil administration, but increasingly the police also liaise with industry, (ad hoc) pressure groups, experts and citizens in the role of "information carriers". It is well known that the police have not had a monopoly on information for a long time, but increasingly they must (and want to) share this with the population.

In relation to the developments described above, Mode 2 Science, including practice oriented research, seems very promising for police practice. The innovation "from the bottom up", given direction by professionalism and designed in a development-oriented way, has particularly proved to provide important ingredients for a successful result. However, it still seems too early to talk of a breakthrough now that the design-oriented approach is also dominant with the introduction of the National Police. From the perspective of the continued development of the concept of practice-oriented research, it should be noted that a more detailed methodological definition is necessary and that the implementation of the peripheral conditions for the research must be specified in more detail.

Research in practice

This paragraph contains a short summary of how practice, research institutes and universities are interrelated. In a general sense it can be said that the exchange of information and knowledge between knowledge institutions and the police takes place virtually without any problems, even when this concerns information that is critical for the police. There is no precise insight into what happens in the police force with the knowledge that was gathered and/or provided. The general impression is that the knowledge/findings are properly noted, but that the actual implementation or suggested changes do not take place so easily. Further research is needed to gain a clear idea of this.

- The Dutch Police Academy. There is a great variety in the education at the Police Academy. It is aimed at officers starting out or officers with practical experience, but also at partners in the security chain. The education is provided in six schools with short training courses and complete training courses from MBO-2 (secondary vocational education) up to an academic level. Cooperation at the level of a master's degree takes place with the Canterbury Christ Church University.

- In the Dutch Police Academy, there are different lectureships which each have their own field of research, for example, for Forensic Research or Intelligence, which initiate, supervise or carry out applied research independently or in partnership. The dissemination of knowledge (acquired elsewhere) is also part of the task of these lectureships.

- In addition, the Police Science and Research Programme is also part of the Police Academy. This section focuses mainly on the way in which the police function and on the function of the police in society. Its activities are determined, amongst other things, by a subject-based research programme which is externally managed.

The Dutch Foundation for Society, Safety and the Police is an independent organisa¬tion which helps to think about security issues. The foundation's mission is to contribute to the social debate on improving security in the broadest sense. The foundation critically follows the developments in the field of both physical and social security and gives advice to the responsible parties, both when asked for this and on their own initiative. Amongst other things, it does so by formulating opinions on important issues, by bringing parties together, by stimulating innovation, by organising conferences, symposiums and exchange programmes and by providing background information. Regular (research) universities and institutes of higher education which generally provide an educational programme in the field of law, administration, security, political science and criminology. For example, the Centre for Police and Security Sciences is part of the VU University Amsterdam and a professor of Police and Security Studies has been appointed. Cooperation takes place on an ad hoc basis with universities and institutes of higher education: for example, the cooperative venture between the Amsterdam University of Applied Sciences and the Police Academy in the field of forensic research. Applied scientific research is also contracted out to universities and institutes of higher education by the police forces and the results are generally made available to police practice. In addition, there is a long-term tradition for students in the police organisation (graduates or doctorates) to carry out research with related activities. The results are made available both to the academic world and to the police organisation. At the same time, students of universities regularly do work experience in the police as observers, with the aim of gaining a better understanding of the way in which the police organisation works.

3. Denmark

by Jens Henrik Højbjerg[1]

a. The training for police officers

The basic police training programme is a highly professional course provided by the Danish Police College in Copenhagen. The aim of the programme is to train the police cadets to become independent professionals who are able to make their own assessments and judgements of the different situations and continually learn from those experiences. So far, the programme has been successful in doing so.
A new basic police training programme was implemented at the Police College in November 2011. The three year course will be a bachelor programme from 2014 and its focal point is the primary tasks of a modern police officer. The new programme is the result of a report from the Danish Minister of Justice (2005), which suggested that the training provided for Danish police officers should be modernised to insure the necessary development of competencies in the future concerning both the basic police training programme provided by the Police College as well as the professional development courses provided by HR Education and Training and other departments within the Danish National Police and other courses provided from institutes outside the police.

One of the pillars of the new basic police training programme is to create and develop the police officers' ability to constantly learn from their experiences on a daily basis. This is by far the most important aspect in the development of this new programme. The cadets are still trained to be highly qualified police officers, but they will also "learn how to learn". This will aide them making their own assessments and judgements when on duty. The Police College is a fully integrated part of the Danish Police. The academy is a part of the National Police HR Department under which National Recruitment Administration, HR Management, HR Development and more are organised. The head of the Strategic HR Department is a member of the top executive leadership group, which creates the opportunity to ensure and anchor the strategic coordination across other departments within the Danish National Police.

The Danish Police Academy offers in-house training in numerous different police-related subjects. In general the police service is increasingly making use of civilian educational programmes, where police leaders and other employees may attend courses in project management, IT and HR. Examples of partners are different universities and the Danish School of Public Administration which provide

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bachelor programmes, post-graduate diplomas and master's programmes on various subjects.

The basic police training program have a duration of 3 years (36 months) divided into 5 modules:

Module 1: 33 weeks of studying/training at the police academy,
Module 2: 22 weeks of training in one of 11 police districts,
Module 3: 22 weeks of studying/training at the police academy,
Module 4: 22 weeks of training in one of 11 police districts and
Module 5: 33 weeks of studying/training at the police academy,
including an 11 weeks bachelor project.

A candidate applying for enrolment at the Police College will have to meet a number of admission requirements. Regarding prior education and training a successful candidate will need to have an upper secondary school education or have a basic vocational education along with three additional supplementary subjects at a higher preparatory examination level – Danish/A-level, English/B-level and social studies/C-level OR have qualifications which may be comparable with the above mentioned.
The primary difference on the basic training programmes and the management and leadership programmes is that the basic programmes primarily are held in-house the organisation e.g. at the Police College, and the management and leadership programmes are provide by training institutes outside the police organisation. Typically police officers are training police officers at the Police College whereas civilian teachers provide the training at the institutions outside the academy.
It is possible to become a teacher at the Danish Police Academy without being certified as a police officer. There will be approximately 24 academic teachers (masters and/or PhD level) at the Danish Police Academy by 2014.

b. The idea and the reality of learning on the job

There is a wide range of further training possibilities for both the operational and for the management level, and this creates the opportunity for life-long learning in the police organisation (learning on the job). A wide range of skills is learned by job training, including initiated by "train-the-trainer"-principle.

c. Leaders and the learning police organisation

The main part of the leaders (or leaders) in the Danish police have a background and initial training as policemen. This means that the leaders are part of the same

cultural background and are sharing the same values as the rest of the police force. The training and education of the police leaders have been radically changed over the last 15 years. The previous education was based on an 8 months internal course with almost an exclusive focus on the tactical police operation i.e. focus on the knowledge of internal procedures, the legal framework for the police etc. There was little focus on general management and leadership theory.

Therefore the education was modified to the present management education which is partly conducted in the public educational system (business schools). The primary focus of the present training programme for the police leaders is general management and leadership, and the new training programme has very little focus on the tactical operational business. This has raised the question whether or not the younger police leaders have sufficient tactical knowledge to take the lead in the actual daily operations. This question has been the offset for the development of a training programme for younger leaders with focus on tactical knowledge to insure that the leaders are able to resolve both operational as well as management issues as professional police officers. This programme should not be perceived as a backward movement to the above mentioned former training programme but as a complementary programme that can qualify the leaders both in tactical and in management matters. This training programme (which is under development) should thus be perceived as a reflexion of the increasing complexity of the police work – today it is not sufficient to have either a strong knowledge of general management theory or of tactical knowledge, the present leaders have to be strong in both aspects.

The complexity of the modern police work includes an ever increasing speed in change and an accelerated growth in technology, globalisation, international crime etc. In combination with a significant public focus on the results and the development in crime statistics this produces a great need for a more innovative and learning organisation which is able to respond more quickly and more innovative. These challenges are reflected in the strategy of the Danish police with enhanced emphasis on innovation, learning and development of the staff.

d. Research and the learning police organisation

The Danish Police is closely associated to research and knowledge based activities. The central body and link between the research institutions and the police organisation is the National Police´s Research & Knowledge Centre. The centre currently employs 21.5 FTE (Full Time Equivalent), including two PhDs, several Masters Degrees as well as police professionals with or without a Masters Degree.

The Research & Knowledge Centre does not conduct independent research but facilitates and participates in relevant research through partnerships. The partnerships are not systematically initiated but joined by the organisation through individual contracts when relevant. Examples of such contract led partnerships are e.g. the cooperation between the Copenhagen University College, Metropol, and the police in developing a diploma in Civil Emergency Preparedness incorporating other emergency preparedness actors; a partnership with Metropol to develop a diploma in Police Management and the cooperation with the University of Aalborg to construct a new national Masters degree in Police Training. Additionally, the police organisation participates in preparing the accreditation of the impending Bachelor in Police Education as well as previous and ongoing evaluations, e.g. of the national reformation of the police in cooperation with the University of Copenhagen.

The Danish police organisation does not conduct independent research as such and has no dedicated "facility". However, the centre carries out field studies, electronic surveys, (focus) group interviews, observations, (comparative) analysis etc. in order to identify and analyse evidence based empirical data, which are then either used within the organisation or delivered to recognised researchers in accordance with the terms of partnerships.
All accessible data, whether used within the organisation or by external partners, are sought to be presented unbiased and impartial, and data is delivered to external partners transparently and in accordance within the terms of agreement.
Critical reflection is recognised and acknowledged throughout the organisation as a method of individual as well as organisational development, and there are no spoken limitations inside the organisation concerning relevant critical reflections. On all levels of training, from basic police training to e.g. advanced investigation training, the methods in use, e.g. "Trial & error", "Learning by doing", "Learning on the job" and "Benchmarking" all involve the demand of unbiased critical reflections from individuals, groups and departments. These reflections are encouraged on both strategic, operational and tactical levels, and the feed back is incorporated in the continuous development of the entire framework of the organisation.

The Danish Event Police Officer Training is one example of research based police practice. The training is developed as a partnership between East Jutland Police and a civilian learning institution. The program is based on principles from the "Elaborated Social Identity Model (ESIM)" developed by Professor Otto Adang et.al. from The Dutch Police University. This model is also the framework for the

Swedish Dialogue Police Concept. The research identifies four crucial elements to incorporate in public order policing to deescalate risks of violent confrontations and facilitate "self-policing": Education (of police officers), Communication (between police officers and crowd), Facilitation (of human rights, lawful assembly, right of speech etc.) and, finally, Differentiation (each individual shall be treated individually). The research focuses on where to look critically and constructively at the organisation, its ways of policing such events and potential areas of improvement. The training is continuously enhanced and ongoing, as international and national research findings will be implemented as it is developed. The training is nationwide.

"EU SEC II" and "The House" are other examples of implementing research results. Those two last phases of three are elements in an EU financed project "The European House of Major Events Security" in which Danish police plays a key role through the Research & Knowledge Centre. The centre participates in the Steering Committee, provides a case officer and will be task leader in the final phase. The project is managed by UNICRI: United Nations Interregional Crime and Research Institute. Both phases are based on research and identification of best practices during the initial phase one, when researchers from a large number of European countries collected and analysed practices from participating countries and prepared the data identifying best practices in planning for security at major events. The project will end in 2014 and through the implementation of the IPO (International Permanent Observatory) Model for Security Planning, developed by a subdivision of UNICRI, the Danish police is already making good use of research based and evidence based data from the project.

GODIAC is another example. The project "Good examples of Dialogue and Communication as Strategic Principles for Policing Political Manifestations in Europe" is financed by the EU and managed by the Swedish National Police. Danish police plays a major role in the project, participates in managing bodies within the project and recently provided the location for a field study, focusing on the Danish police' abilities to implement dialogue and communication as tools in policing an extreme right wing rally and the opposed extreme left wing counter demonstration. The field study itself will provide a report, reflecting on the carrying out of the task and ten field studies all together will provide a handbook, a number of articles etc. The theories providing the framework of the project is once again relating to the previously mentioned theories by Otto Adang et.al. in the Danish Event Police Officer Training. The project is scheduled to terminate in 2013.

Practical research in the Danish police organisation takes place every day. There is no formally developed method or agenda since each researcher has his or her own agenda and rationale. As previously mentioned, the Research & Knowledge Centre itself employs a number of researchers, either related to PhD studies or as team leaders. Outside the police organisation researchers from universities and university colleges conduct field studies in police districts, depending on geographic variations and the purpose of the research. Periodically, Danish university colleges and universities makes contact with police districts in order to arrange for students and researchers to conduct practical research within the police services. These requests are considered locally by the districts Commissioner and his staff of commanders, and arrangements are made locally. In principle, the Danish National Police is informed about these activities.

4. The Cayman Islands

by David Baines [1]

a. Policing in Context

I have used my position in the Cayman Islands Police as a context in which to consider the commentary and report content. Equally, my prior service in the UK police has enabled an alternate and additional model against which to compare and contrast my observations and underpins my commentary.

The growing demand for bespoke service delivery upon police service by the public, places an unusual and competing dilemma for modern police services, namely to operate to an expected professional standard and be consistent in that approach, yet simultaneously meet growing expectations that require maximization of individual officer discretion and thereby tailoring of service delivery to the specific needs of a member of the public. In other words to deliver precise service in an imprecise environment to a discerning and tiered clientele.

That dilemma is the catalyst for this project, “The Learning Police Organisation”, and recognizes the need for police officers to demonstrate individuality within a corporate organisation’s service delivery.

My experience in the UK arguably demonstrated the commitment, capability and funding, particularly over the past decade to invest in policing to provide that bespoke capability.

[1] David Baines is Commissioner of the Royal Cayman Islands Police Service

More recently, the Cayman Islands is lagging in that capability and is stagnated in its capability to be flexible and respond adequately to its community. “We have had no training for over eight years”; being a frequent comment from frustrated officers having become increasingly disenfranchised from their community.

In recognizing this quandary, police services of developed countries have recognized that learning and the continuous development of officers is the only means by which we keep pace with increasing public expectations and demands.

I have emphasized the context of developed countries, as my experience evidences, that all forces do not share similar developments and experience. The capacity to provide continuous development and training of staff is predicated upon existing external factors which include but are not constrained to; organisational foundations based on assets such as finance; or the societal tier from which police staff are drawn and the competitive nature of policing as a career versus other employment and remuneration opportunities within that nation.

The lower the status of policing in a community, the lower the remuneration and attraction of the police as a career which is evidenced by the lesser capabilities and educational standards and its officers. This, in turn, results in rigid hierarchical structures, with decision making often left to senior ranks. A model which denies the development of personal discretion and therefore is unable to react in a timely and personal manner as expected by a given society or community.

A further contributing factor in shaping the capabilities of police services and the manner in which we respond is technology. You rightly identify technology as a blessing and means to be seized by modern police services in meeting and informing public demand. It is equally a curse, used as an effective tool by motivated individuals to influence and inform public opinion for good or ill and as recent events in the UK and Canada have evidenced in the widespread public disorder of last year.

That technology has given certain generations a disproportionate access to and demand upon a police service’s time and response. Key to that growing capability is access and familiarization with technology; computers, email, internet and the web. Equally, confidence and training to use the technology.

The speed with which modern telecommunications systems has evolved has left many of the older generation without a voice or capability to engage with their police service. That generation traditionally being more conservative and less demanding of its police service and officers and yet in the main unquestionably supportive.

Officers' Capabilities

In some police agencies, particularly those which remain rigidly hierarchical, there remains neither a culture for individual initiative nor a confidence or capability to adapt to the ever changing technology and timeliness of service demands which facilitate immediate access to and sculpting of public expectation and opinion.
I emphasize this differential in terms of developed or developing police service; as without the officers of a given service being able to operate with innovation or discretion; their willingness and capability to operative collectively with other public agencies cannot be contemplated.
In conclusion, regarding "policing context", if the project of exploring innovation in law enforcement and building a discipline of learning. Are there fundamental preconditions which need to exist which will enable a police service to consider their position on a continuum of service delivery and staff development? Does the environment and context support optimum opportunity for individual self-development taking precedence over organisational infrastructure, policy and capability?

Policing as a Frontline Organisation

The capability of police services and officers to meet the expectations of an increasingly demanding public are clearly described within this section of the report. I wholly support the position and commentary on the complexity of societal demands being the catalyst for the implementation of continuous learning and self-development of our officers if they are to keep pace with changing demand and expectation. They both require procedures designed to ensure our staff are not only technical proficient but are emotionally intelligent to meet individual need and expectations.

As stated in Section 1 above, the dichotomy of meeting increasingly higher public expectations with regards to levels of service delivery will require a defining of organisational structures which maximize individual discretion to meet service demands within a flexible and less rigid organisational framework.

Problem Definition and Objections; Innovation and Organisational Leverage

One observation that I would offer, references the further tier of potential confusion that emerges as we seek to position our staff ever closer to their community and in meeting the needs of that community.
In the majority of democratic nations such a relationship is the preferred model; however that model becomes redundant as and when the state's interests are deemed at odds with community wants.

The donning of public order riot gear signifies a distinct change of policing with the community to policing of the community.
The policing of legitimate "protest or public order" issue tests the bonds of one model of policing (community) with the requirements of the state protection model. Defining the conflicted roles of citizen guardian v. agent of the state.

This confusion of identity by community of "its" police officers is also replicated within the officers as the discretion of individual actions and decision making, key to meeting public demands is revoked for collective non-discretionary action when deployed to maintain public order on behalf of the state.
The relationship between officers and their leaders equally is reversed in the two models, having discretion in the community policing model by its nature seeks to ensure supervisional intervention is minimal, which can lend to the suggestion of them being out of touch and "distant from the shop floor" as referred to within your report. In contrast, most models addressing public order require close cohesion, intimacy and immediacy of supervisors and officers.

The past 15 years in the UK has seen a dramatic change as traditional policing responses were amended by recognition of an increasingly sophisticated policing model, whereby multiagency task forces and partnership working has been embraced and widely implemented. Primary legislation, expansion of police staff and services and alignment of all public services to ensure crime and disorder are tackled from every angle were the championed model of government. The most obvious example in the UK was the advent of Police Community Support Officers; a second tier of uniform patrol officers aligned to local police forces, but having limited powers and limited training. Their primary role was visible presence to the public and their accessibility to those communities.

Those additional officers were funded very differently from regular police services, initiated by start-up grants then being subject of local authority funding, for limited periods, often two or three years.
The paradox of their being brought into being to meet public concerns without their being embedded within established police funding structures whilst money

was available. The improvement of public confidence and satisfaction and reduced crime over that period, has all but been abandoned as major funding cuts and the implementation of increasingly restrictive financial policy and the reversal of funding levels enjoyed over the past decade has seen major retrenchment of police services within the UK and also in my current command within the Cayman Islands.

Of equal impact, is the loss of similar facilitating funding to our other public service partners, many subject to even more stringent cuts than the police.
The ethos of meeting sophisticated social problems by joint working and collaborative working arrangements whilst wholly endorsed has been, in part, abandoned as funding costs have increasingly been hit and resulted in major realignment of officers to core responsibilities.
The relevancy of training, recognized by all as critical to keeping pace with public demands. Yet simultaneously is being reduced as an immediate cut, capable of making "stroke of the pen savings" without consideration of longer term consequences.
The bigger question for each of us, "can the development and improvements witnessed by developing country police services, over the past 10 o 15 years be sustained?

Those benefits and improvements having been the catalyst for evidencing training and education of our individual services.

b. The Training of Police Officers
The model adopted by the various services for the training of its officers have been entirely different within the UK and the Cayman Islands where I currently serve.

The professionalization of policing in the UK, particularly over the past 15 years, has been evidenced as the training and development of officers, has been subject to academic evaluation, and the recognition of training as part of wider academic recognition and accreditation.

Officers in my former UK force, having concluded their two year probationary period and been confirmed in their appointment, simultaneously graduated from Cheshire University with a foundation degree in policing.

The accreditation of all police training together with additional subjects ensures joint training with other public agencies, such as social workers, health professionals all helped to ensure policing and its officers were operating to a recognized standard of competence.

Similarly, vocational services, across all public services in the UK saw enhanced academic oversight and accreditation to support the professionalizing of its members; the two most evident services being policing and nursing.

Key factors that facilitated the shift in status from vocational to professional profile was the recognition of "policing" as a socially endorsed profession. Unlike prior generations of officer recruits; most current applicants are existing graduates able to meet the academic expectations and practical aspects of enhanced training and accreditation, capable of evolving into the licensing as professional officers.

In contrast, my experience in the Cayman environment has been very different having worked with the local university to establish similar principles to those enjoyed within the UK. Two immediate blockers arose, the first being the capability of a significant number to meet academic standards as set and secondly lack of funding that such initiatives enjoyed within the UK.

The result of redrawing the start line and expectations of what are key issues faced by my officers recruited from very different tiers of the community than their colleagues within the UK.

Both jurisdictions incorporate a two year probationary period. The complexity and expectations; however are not in any way compatible.

The UK model clearly enjoys a developed and nuanced level of opportunity for its officers. Increasingly, all training will enjoy academic accreditation which supports lifelong learning as graduates, post-graduates and doctorate accreditation is an attainable part of a growing professionalism within the service. Police training schools are incorporated within the university structure to endorse and exchange mutual learning between public professionals of different disciplines.

The Cayman experience has seen a complete collapse of training over a decade and has required the reimplementation of basic issues. Supervisory training, basic legislative updates, etc., and all to officers who in many instances would be unable to meet the expected academic standards.

As an interim issue, the exceptional staff who are able to meet those standards are supported, partly by funding and time off to undertake those studies but do so outside of mainstream policing training.

In an effort to retain quality officers and ensure their movement through the service; an Accelerated Officer Scheme ensures they are identified, given mentoring and where necessary academic enrolment in whatever studies are deemed to support self-development and their functioning as an officer.

Those arrangements remain ad hoc but are increasingly being used to meet skill and knowledge shortfalls, matching organisational needs whilst provoking examples of best practice and capability.

c. The Idea and Reality of Learning on the Job

My commentary in 1) above identifies and provides examples of issues of law.
The limited capability and interplay between training opportunities within the Cayman Islands has no such sophistication of debriefing and reflection.

My experience in the UK was entirely different, initial training was focused upon technical capability and competence to perform effectively.
As progression to increasingly senior positions or specialist roles occurred, so did the complexity and accreditation of the training and learning associated with it.
That experience was also complimented by the appointment of a professional develop¬ment coach, whose role was to ensure individual character traits and professional training qualifications were considered in a manner to ensure my capabilities were maximized to personal and organisational benefit. The interconnectivity of individual training develop¬ment was closely aligned to academic institutions on a local and national level.

d. Leaders and the Police Learning Organisations

The deficiency in overall training capabilities within the Cayman Islands required a full review and refresh to identify priorities and give traction.

The first priority has been to ensure a formal update and training of front line supervisors at sergeant and inspector level.

Their positions and ability to influence culture within the service has ensured they have been the first to undergo mandatory training.
For many, this was the first and only time; matters outside of technical capability or competence have featured in their police training. The introduction of ethics, the underscoring of human rights and the recognition of their personal responsibilities whilst operating as an officer has been used as a means to begin the dismant-

ling of the prior rigid hierarchical structure and loosening of decision making in the service.

The promotion of emotional intelligence in decision making and critical to their becoming ethical leaders, rather than merely ensuring managerial compliance to a given order or regulation, has taken a catalyst for change of mindset and leadership model in the service.
The creation of mentoring arrangements initially informally has enabled those early shoots of organisational change to be supported and endorsed.
I have had to take a stance and amend working arrangements and shift patterns to permit officers striving to better themselves educationally. I have established a scholarship fund to facilitate and support officers and staff to undertake continued learning and self-development. That scholarship scheme whilst primarily for staff and officers of the Royal Cayman Islands Police Services is also accessible to the children of officers and staff.

The subliminal message is the organisation recognizes education and training and invests in it not for now, and not for immediate need but for the long term and to meet service demands that have yet to be identified.

The issue of a learning police organisation particularly within the Cayman Islands, with its hierarchical rigidity and associated police law and disciplinary regulation has had to be promoted with a balanced approach.
Those structural foundations of the organisation have established sanctions for those failing to perform as expected. Often personal failings have their nexus in organisational failings, such as lack of training or inadequate equipment. I have had to change the disciplinary procedure to stop the scapegoating of individuals as a response to public “some¬thing must be done” demands when mistakes or failures have occurred.

More important than the question of the disciplinary action, has been the public statement and recognition of organisational failings and the developing of policy to put things rights and address those failings organisationally.

The conservative nature of my service means, change is not as obvious as I would like, but change is recognized and commented upon by staff, increasingly being willing to bring matters of concern for my attention.

e. Research and Learning

The police training department provides part of its remit with the University College of the Cayman Islands (UCCI). Aspects of our amended syllabus are delivered by lecturers at UCCI.

We provide research support to the UCCI study programmes and seek their assistance on given research programmes.

Whilst the relationship is developing, it is limited and enjoys nothing like the relationships and arrangements I had established and enjoyed in the UK.
In Cheshire as I described, officers on joining the Cheshire Constabulary were simultaneously enrolled in the Cheshire University undertaking a bachelor's degree in policing.

The police training programme was delivered jointly by university lecturers and police trainers.

The police trainers enjoyed associate lecture status within the university and our two leadership teams enjoyed joint strategy and planning meetings.

Project work for probationary officers reflected organisational priorities within the force, which underpinned the body of available evidence used to inform policing actions and decisions.

In Conclusion

Within the UK, the four elements are evident and established at junior and senior levels within the services. The best practitioners having formalized and implemented structures which underpin lifelong learning. Those exemplars emerging mainly within the past five years and being reflective of the realization and experience of seeking to professional a service in responding to increasingly sophisticated public demand.
I am unsure that the relative recency of the creation of training and learning facilities will survive fully in the advent of stringent funding and budget cuts where increasingly matters formerly provided by or funded by the state will be pushed out to the private sector.
You will realize from my comments that the Cayman Islands whilst recognizing the benefits of the model described and having endorsed the benefits of such does not have the required components to progress as we would like.

We remain limited by the basic issues of officer capability, funding and resource

issues. Equally, the transitory nature of over half of the Royal Cayman Islands Police Officer limits the benefits being full realized as organisational memory, skill and experience are lost and re-experienced.

The Royal Cayman Islands Police Service has over 50% of its officers who are ex-patriots, contracted limited term officers as we are unable to attract local community officers due to the lack of competitive salary. Equally ex-patriots can stay for a maximum of seven years before being required to leave the Island. You will appreciate therefore the temporary nature of a significant number of my staff.

Part III: Main conclusions and (management) summary

A. General developments and insights

1. The police in general are developing from a rather closed, and more or less inward-looking organisation which behaves as a monopoly into an increasingly accessible body that shares information and knowledge with the public and other organisations. While the police had previously relied on their authority, on the basis of their position, their formal power and their role in society, this authority has eroded in recent years. The police increasingly have to "substantiate" their authority and keep "earning" it.

2. The police are functioning in an operating environment which has become more complex. It is subject to rapid changes and imposes increasingly high demands on police behaviour. In order to respond efficiently, it is increasingly important to strengthen the learning capacity of the police, both at the individual and at the organisational level.

3. The police force is a special organisation which can be classified as a frontline organi¬sation which has been granted the monopolistic use of force on behalf of the state. The bottom line in this sort of organisation consists of the frontline workers who have to work in direct contact with the outside world. For the police, this frontline work is often complex, unpredictable, morally charged and potentially resulting in conflict. Frontline workers have discretionary powers and the ability to develop situational intelligence. Tensions can easily arise between the frontline rationale which applies for frontline workers and the institutional rationale of the management.

4. Looking at international exploratory studies related to strengthening the learning and innovative capacity of frontline organisations, three decisive conditions for achieving a learning culture emerge:

- Frontline workers know that leadership is on their side; it is essential that police officers feel "supported" by their leaders and there is mutual trust in the working relationships.
- Frontline workers understand the bigger picture, which means that they are trained and educated in a way that enables them to achieve an insight into and a general understanding of the context they are working in.
- Frontline workers must feel that the basics are covered: they can work in a safe environment, they can trust on the competences of their direct colleagues, they notice that the organisation understands the difficulties in their process of decision making, and that these decisions might not always be the correct ones and they feel supported in difficult times.

B. Main conclusions per dimension

a. Initial education

- There seems to be a general trend in initial education to move from an emphasis on teaching the specific skills & drills of police work towards a broader approach in which police officers are trained to become independent professionals who are able to make their own assessments and judgements. There are, however, big differences between countries, depending, for example, on history or budget constraints.
- This means that, in general, police are trained to a higher level, which seems inevitable in view of the importance of the police function and the complexity of social developments, but also entails new dilemmas.
- The relevance of training is recognized by all as critical to keeping pace with public demands. Yet ironically, training budgets are often cut in times of financial difficulty as a short-term fix without consideration of the longer-term consequences of less training.
- Technology and the social media appear to act as "enablers", making it possible to keep up with the many rapid developments in society. However, the underlying question is how technology can speed up learning. The question that arises is how the learning capacity of leaders and executives can be increased in the near future in order to meet the different and new requirements imposed in particular on investigation.
- The rate at which information become obsolete is very high and leads to redundant information. This means that officers regularly need in-service training and that learning how not to do things is also a form of learning. Therefore, learning is an unavoidable skill that is required to keep up.

b. Learning on the job

- Learning on the job is often seen as the most important and most efficient way of strengthening the learning capacity of the police; it is action-oriented and reflects on what people have experienced in concrete terms.
- However, a great deal of research has shown that in the police there is no habit of questioning your own practice or consciously learning lessons from real-life situations. Learning from practice might be a great idea, but it does not take place as a matter of course.
- The police do not make the best possible use of the learning possibilities directly related to operational functions. This applies in particular to the position and quality of the briefings and debriefings in the operational process, but also to ensuring that street and system information is brought much closer together. There is enormous potential here to strengthen the learning capacity of the police as a frontline organisation.

c. Leadership

- Cultural aspects, norms and values can form a significant and tough barrier for the development towards a (better) learning organisation. A safe learning environment is needed to achieve this, in which making mistakes is not punished, but are seen in the context of learning. There is an emphatic role for managers in this respect. It could be helpful for managers to (learn to) show their vulnerability and also to question their own behaviour.
- In the front line, the professional must have room to act with situational knowledge/ intelligence. Trust and commitment are very important to increase this room. For the manager this means developing the capacity to let go, because he or she is often unable to intervene in the situation. This also requires an approach of providing a service: he or she is not the important one, but rather the professional who has to work on the front line (often in a dangerous situation). The leadership role consists of giving direction, where necessary setting limits, and stimulating the professional development of the officer and the team.
- For police leaders it is important to resist the temptation to escape into rounds of discussion, performance management or operational management, which significantly reduces their operational visibility. This is not easy, because the pressure from the (political) environment is great, particularly in times of budgetary cuts.

d. Research

- Scientific research related to police work is useful and helpful. However, the applicationof scientific results in everyday police practice regularly leads to problems with regard to acceptance and relevance. The reason for this sometimes lies in the police organisation, but quite often also lies with the researchers. The development of active or practical research also presumes that researchers have specific skills and are prepared to develop these.
- Therefore, lasting relationships with researchers and/or research institutes are preferable to incidental or ad hoc contacts. Strong commitment on the part of police leaders is required for this, also to deal with the criticisms which inevitably accompany good research.

C. Some important challenges and recommendations

1. The importance of organisational values and their relevance to any organisation's ability to learn and change are clearly reflected in the paper ("The organisation must have a high adaptive capacity"..."barriers are related partly to the nature of the police profession"...), but are not specifically addressed as such. Values underpinning behaviour often form the most important barrier to innovation and learning practice. Typically, police organisations are characterised

(also addressed and mentioned in section 1 in the paper) by a steep structural hierarchy, a disciplined focus on execution, day-to-day operation, quick action and a "just do it" attitude. These are excellent characteristics for any organisation involved in service/security/protection, whether it is a police organisation, a security company or a military organisation. The big challenge often lies in combining the operational virtues with reflective capacities. Can you have both in the same organisational system? It is a challenge which organisations pursue in both the public and the private sphere. How to maintain focus on disciplined execution while ensuring continuous reflection and learning.

2. In short, the inherent dilemma is that in the real world there is a strong focus on execu¬tion, while in the world that is aimed at, the focus is on reflection – in a context of values. Example: If your traditional police organisation is characterised, in terms of values, by execution, loyalty, decisiveness, pride (felt by all), fear-based or conditioned obedience, hierarchy, strong emphasis on line management, informal networks, a strong sense of discipline (internally/externally motivated) –you might want to treasure some of these (the gems: pride, loyalty, execution) while others could be updated (obedience, discipline, informality) or even discarded altogether, or you could find and cultivate new ones (e.g., discipline comes from within, mobility/flexibility, more context and more production, i.e., less reproduction), understanding that values are either barriers or facilitators to new ways of sharing, learning and integrating.

3. It would be worthwhile to consider a separate body which focuses separately and explicitly on values, something along the lines of values and the learning police organisation; when it comes to a learning police organisation, the underpinning values of our behaviour as leaders and employees have a decisive impact and set the context for our aspiration, ability and interest in learning and innovation. Possible issues here include:

1) A description of the flow of information and ideas in the organisation;
2) Are you welcome to have opinions on other domains (beyond the immediate horizon,i.e., with regard to a different unit's way of doing things)?
3) Does your organisation have any way/method of obtaining ideas/new perspectives?
4) Are you in general (actively) encouraged to come up with new ideas/new perspectives?
5) Are you completely free to say what you want in meetings?

Appendix: short notes from the South Australian, German (BKA) and Belgian (federal) police force

1. South Australia (by Mal Hyde, Commisioner of South Australian Police)

a. The training for police officers.

SAPOL views training as supporting a holistic and on-going professional approach through different streams, that is general (eg cadet training); specialist (eg detective, prosecution, crime scene, critical incident & emergency response); vocational (eg business practice, policies, leadership development, problem solving); and tertiary (cadet intake level, senior constable, sergeant, Inspector and Superintendent). This means that in
practice learning is continuous and affiliated with relevant tertiary institutions

b. The idea and the reality of learning on the job.

Informal learning is both recognised and facilitated through interactive sessions with issue based project groups across the organisation and local areas dealing with specific issues that require innovative solutions. While rosters do not show time set aside for `informal learning' as such, they are able to show time set aside for debriefing sessions on a wide range of issues from policy development to training exercises, which effectively results in informal learning for all concerned. These sessions form part of management reporting and discussion, which then provides systematic reflection organisationally.

c. Leaders and the learning police organisation

The crucial role of leaders is recognised in SAPOL with varied and on-going training available and strongly encouraged for sworn and unsworn leaders. The Commissioner has personally driven a culture of continuous learning and improvement in all aspects of police activity – where mistakes or varying views are respected and valued as contributing overall to a robust and healthy learning and achievement culture.

d. Research and the learning police organisation

SAPOL has established successful professional partnerships with a number of well-credentialed tertiary bodies within the state, nationally, and internationally at Cambridge UK. In addition, extensive research is conducted internally by police staff on issues of concern or importance with total freedom for critical reflection and objective examination of existing practices and policies against an evolving operation environment.

This research has then resulted in both structural and operational practice changes, for example the establishment of local service areas across the state to place police services closer to the public they serve – and new practices in seeking quality of service feedback from people who have had contact with police.

2. Belgium (by Prof. Willy Bruggeman, Chairman Federal Police Committee)

a. Learning organisations in Belgium

Since 2009 the Belgian Integrated Police has a national project called 'the learning organisation'. The project's aim is to reform the official education program for recrutes, middle management and high ranking officers. The focus of the national project is on three key aspects: education, leadership and HR management. Three project leaders and 8 project workers have been assigned to develop these three key aspects. In the past 2 years, mixed panels of education specialists and police representatives (visitation groups) have assessed the quality of the Belgian police education system, resulting in a report on quality improvement. Currently the project is developing different scenarios or options to improve the education system. The options will be reviewed in reference to a set of (quality) criteria, negotiated between the official police representatives and the government. Estimate is that the education system will be revised in 2013. Police education in Belgium is therefore under development and the information below has to be reviewed under this condition.

b. The training for police officers

The training of police officers in Belgium is organized within regional police schools that are part locally and part federally funded. The school for high ranking officers and the detectives school is centrally based with the federal police. The regional schools provide basic training, training for middle management and specific technical trainings such as traffic, motorcycle police, etc. The training for detectives and for management is nationally organized within one program for all candidates. All trainings are certified and give access to apply for a function within the local or federal police. Education is considered to be an aspect of HR management. The whole education system is currently revised under the national project 'learning organisations' that is based on the philosophy of life long learning.

c. Learning on the job

Informal learning on the job is encouraged by a program of mentorship. This program is also embedded in the 'learning organisation' project. Informal lea-

rning is currently not systemized within police agencies in Belgium. This does not mean that police management doesn't encourage informal learning. There are examples of police forces that use debriefing methods and feedback for informal learning. d. Leaders and the learning organisation Since 2002, regional networks are installed to encourage benchmarking on police policy between management and policy workers of every police department. The network is not compulsory, but a popular structure for intervision between management.

e. Research and the police organisation

Police organisations in Belgium have a long tradition of working with the academic world to improve policing. There is a systematic relationship with research and academics in the Center of Police Studies. Academic research has been funded by police and by government both on policing as on crime.

3. Germany (by Hans Hogeboom)

a. The training for police officers

- The bachelor's degree is a three year study at a University of Applied sciences with an academic degree for civil servants
- The Criminal Investigation Department is a part of the College of the covenant, the other integrated into the structure of the BKA
- The college has a lot of cooperation outside of the federal police organisations:
  Civil Service Commission (Israel),
  Institut Regional d´Administration, Lille (Frankreich),
  Hochschule für öffentliche Verwaltung, Bialystok (Polen),
  Staatliche Fachhochschule Legnica, Liegnitz (Polen),
  Hochschule für Ökonomie und Verwaltung, Budapest (Ungarn),
  Mykolas Romeris Universität, Vilnius (Litauen),
  Staatliche Universität für Verwaltung, Moskau (Russland)
- The course lasts three years
- Requirement is the high school
- For the leaders of the police, there is a two-year master's program at the German Police University in Münster
- The rise in the higher criminal enforcement service is possible for the young employees of the police forces.
- There are special training courses for all employees of the BKA
- The lateral entry is possible for a professional training for the higher service and upon completion of university studies for the higher service
- No. The police training at the BKA is only exercising their own training

b. Leaders and the learning police organisation

- The senior police officers have studied at the German Police University. Previously, most of them in the police service operates upscale and have years of professional experience
- The superiors encourage employees appropriate for particularly good judgments to a rise in the senior civil service
- Yes, through various training courses in the BKA itself and the German Police University

c. Research and the learning police organisation

- The University of the Federal Criminal Investigation Departments supervised the thesis(Bachelor-Thesis) of their students as a specific duty. In addition there are research projects by members of the university with the research department of the BKA
- The organisation have an own research facility. Basically, a result-oriented research is possible
- In the context of the operational case analysis, scientific findings into practical work undertaken
- DNA analysis of human and plants, p.e. cannabis, in the field of voice recognition, in the range of background noise during phone calls

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